



**CONTRA COSTA  
TRANSPORTATION AUTHORITY**

# **GROWTH MANAGEMENT IMPLEMENTATION DOCUMENTS**

**Implementation Guide  
Model Growth Management Element  
Administrative Procedures Manual**

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# **GROWTH MANAGEMENT IMPLEMENTATION DOCUMENTS**

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**December 1990**

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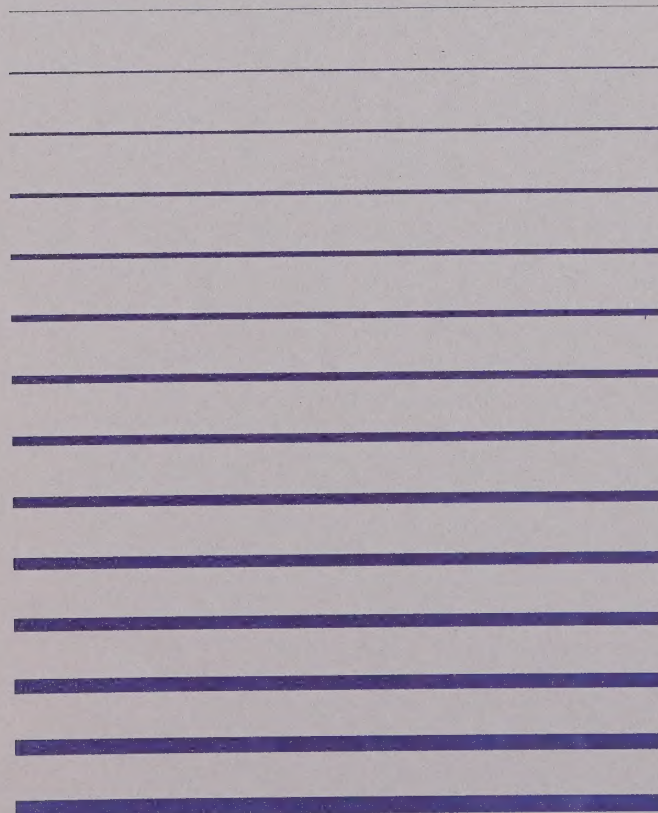




**CONTRA COSTA  
TRANSPORTATION AUTHORITY**

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# **A PRESCRIPTION FOR TRAFFIC RELIEF**



December 1990







## AN OVERVIEW

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When Contra Costa voters approved a one-half percent sales tax increase on November 8, 1988, they approved with it an innovative Transportation Improvement and Growth Management Program. The Program addresses existing congestion problems by providing funding for new projects, and establishes a process involving all of the cities, towns, and the County to cooperatively manage the impacts of growth in Contra Costa. The overall goals of the program are to relieve congestion created by past development through road and transit improvements that will be funded by the sales tax increase, and to prevent future development decisions from resulting in deterioration of services in the County.

What does "Growth Management" really mean? Both California's and Contra Costa's economy and population are anticipated to continue growing in the 1990s and the first decade of the 21st century. The Transportation Authority's Growth Management Program means working with cities, towns and the County to find ways to accommodate economic and population growth without diminishing the quality of public services and facilities. Some cities will put the program to work as part of encouraging further economic and population growth; others anticipate little additional development. All are expected to participate in the Growth Management Program described here.

Everyone agrees that preserving the quality of life is desirable. However, carrying out the Growth Management Program will be difficult. "Growth Management" and "quality of life" mean different things to different people. Because of the diversity of Contra Costa, it is a challenge to define a program which can be applied to all the cities, towns, and the County. Conflicts are likely to arise because of contrasts between: developing areas and established areas; relatively affluent versus poorer communities; and areas of rural, suburban, and urban character. To overcome these differences, the program uses a "bottoms up" approach that involves elected officials from throughout the County in all major decisions. It also requires continued joint planning efforts and provides a conflict resolution process. Four "regional" committees comprising elected and appointed officials representing distinct geographic areas of the County – Central, East, West and Southwest – focus on transportation issues. The committees also have ongoing responsibilities to participate in and make decisions about the Growth Management Program.



## AN OVERVIEW

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### GROWTH MANAGEMENT OBJECTIVES AND REQUIREMENTS

The Growth Management Program included in the successful 1988 ballot measure, Measure C, was intended to sustain the quality of life through cooperative planning and consensus building, which would address the impacts of growth. Cooperative planning means representatives from different jurisdictions working together to adopt policies that are supported by all jurisdictions affected. Implementation will often be the responsibility of individual cities or towns. To be eligible for sales tax funds, the Growth Management Program requires each participating city, town and the County to take the following actions.

- ◆ Under State law, each local jurisdiction must adopt a General Plan for its future growth, addressing transportation, land use, housing and open space. This program requires a separate Growth Management Element of the General Plan to address the impacts of growth;
- ◆ Establish a commitment to manage congestion, by adopting and applying traffic service standards which will be generally required on streets, roads and Regional Routes;
- ◆ Adopt standards for fire, police, parks, water, flood control, and sanitary sewer facilities which will be met as areas grow. This is accomplished by specifying "Performance Standards" for provision of necessary facilities;
- ◆ Reduce dependency on the single-occupancy automobile through use of Transportation Systems Management (TSM) efforts for jurisdictions with large employers, or an alternative mitigation program for areas that have smaller employers or are primarily residential in character;
- ◆ Anticipate needed investments by adopting a five-year Capital Improvement Program that lists projects, their costs and funding mechanisms;
- ◆ Ensure that new development "pays its own way" through mitigation and fee programs; and
- ◆ Reduce the number and/or length of automobile commute trips by addressing housing options and job opportunities at the local, regional and countywide level.

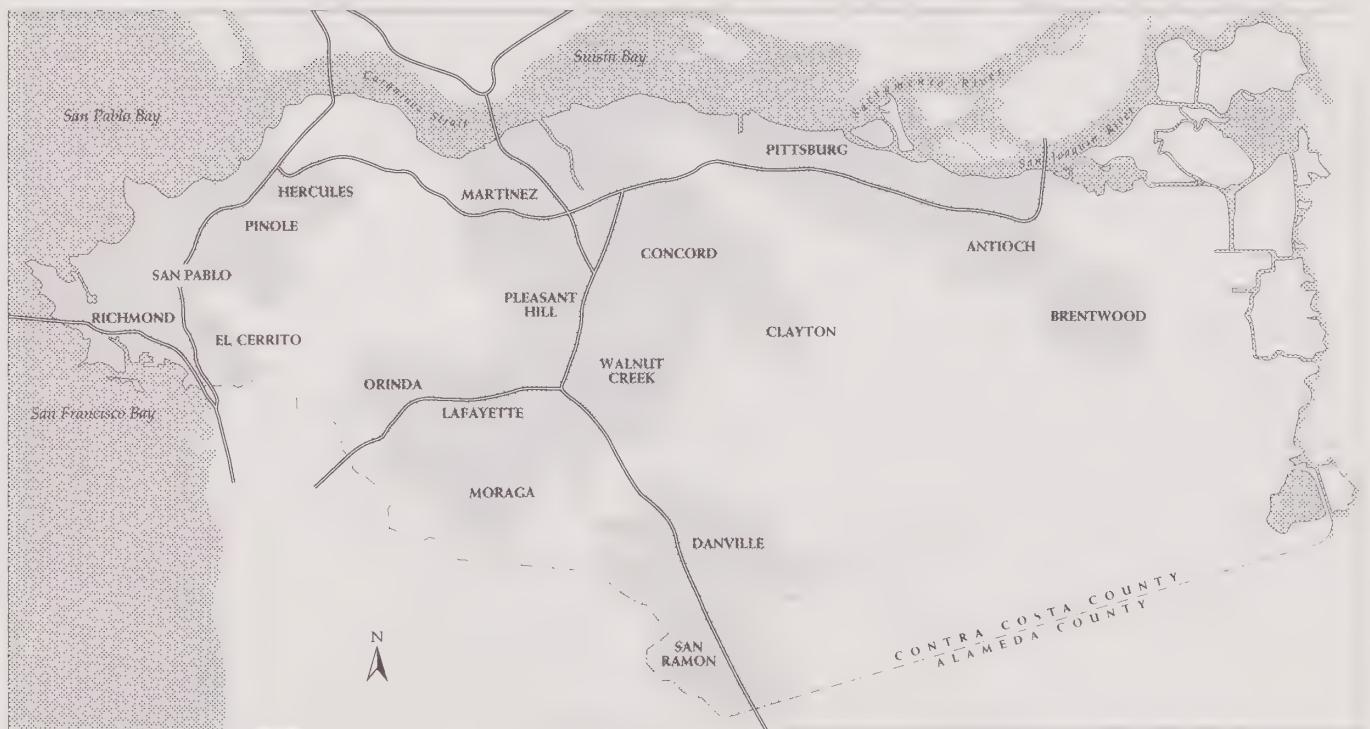
The Authority is responsible for making sure that these objectives and requirements are met. Every year, it will evaluate whether each city, town and the County is participating fully, based on a compliance checklist. Each year that a locality is found in compliance with the Growth Management Program, it receives a share of the sales tax increase that will be used for local street improvements.



## AN OVERVIEW

### ROUTES OF REGIONAL SIGNIFICANCE

Alleviating congestion will be most difficult on roads that connect different parts of the County or link Contra Costa with another county. These are called "Routes of Regional Significance," and they typically carry high traffic volumes and have traffic problems that are created in more than one location. Almost all of the serious congestion problems in the County are on freeways and major arterial roads that are Routes of Regional Significance.



Contra Costa County Freeways - 1990

The Authority's proposal for Routes of Regional Significance has much in common with the recently enacted State requirements for countywide "Congestion Management Programs" (CMP), which also focus on Regional Routes. The two programs can effectively be accomplished together.

### ACTION PLANS

Cooperation among localities is essential to dealing with regional traffic problems, and is a required part of the Growth Management Program. That's why the Authority



## AN OVERVIEW

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proposes Action Plans for Routes of Regional Significance. The Action Plans will be developed through agreement by all affected localities. They will specify three kinds of actions to deal with problems on freeways and arterial streets:

**Influencing Demand.** Demand for transportation is a result of land use patterns. Changes to planned arrangements, intensities and density of land uses can be part of the Action Plans.

**Improving Supply.** Capital projects that improve supply, such as new roads, BART and other rail projects, and road widenings, also can be part of the Action Plans.

**Increasing Efficiency.** The Action Plans can include programs to make the transportation system more efficient. Examples are increasing ridership on existing bus lines, increasing carpooling, or improving traffic flow through projects such as traffic signal timing.

### CONSENSUS PLANNING

Decisions about these programs will be made by representatives of all involved jurisdictions, working on a consensus basis. Any region unable to resolve internal differences or differences with other regions will have the option of using a conflict resolution process offered by the Authority. In the process, the Authority will apply a "good faith effort" test to determine compliance with the program. No city, town or the County will be required to accept an Action Plan that creates a fundamental conflict with the community's socioeconomic or environmental character.

### MORE INFORMATION ABOUT THE GROWTH MANAGEMENT PROGRAM

This overview is followed by a set of "Fact Sheets" that describe each of the main components of the Growth Management Program. More detail is provided in the documents described at the end of this packet. These have been prepared by the Authority with the assistance and participation of staff and decision-makers from throughout the County. Copies of all of the reference materials are available from the Authority.



# ACTION PLANS FOR ROUTES OF REGIONAL SIGNIFICANCE

## SUMMARY

Freeways and major arterial streets are included in the Growth Management Program through the requirement that each jurisdiction participate in the preparation of Action Plans for Routes of Regional Significance. An Action Plan is a transportation planning document that, for each route, will assess existing conditions, establish traffic service objectives, and set forth actions to be taken by individual jurisdictions to manage congestion. Traffic service objectives for regional routes will take into account the fact that travel demand is influenced by many factors beyond the control of individual jurisdictions.

## DISCUSSION

Historically, efforts to address congestion on freeways and important arterials have not been coordinated by affected jurisdictions. Little incentive previously existed to share responsibility for actions that would reduce traffic congestion on these roads. The Growth Management Program's approach is to require Regional Committees to coordinate actions taken by each jurisdiction. The Action Plans will look at the regional transportation system as a whole network, rather than focus on standards at individual intersections.

Action Plans for designated Routes of Regional Significance will be developed by the Regional Committees, with each jurisdiction making a contribution and a commitment to future action. Regional Committees can prepare a "Master Action Plan" for all of the Regional Routes in the Region, or separate documents for different roads. The Authority will fund preparation of the Action Plans by the Regional Committees. Following Regional Committee approval, the Authority will review each approved Action Plan and assemble approved Action Plans into the Comprehensive Countywide Transportation Plan called for by the Ordinance.

The Action Plans will include objectives for Regional Route operations, stated as Level of Service standards like those adopted for local streets, or will use different types of measures such as travel time targets or goals for increased average auto occupancy. To show how the objectives will be met, Action Plans will include a list of actions to be taken by each participating city, with a schedule for implementation. These might include:

- ◆ Road and/or transit operational projects, such as:
  - ◆ improved feeder bus service to BART
  - ◆ traffic signalization projects
- ◆ Road and/or transit capital projects, such as:
  - ◆ capacity increases on existing roads
  - ◆ new roads
  - ◆ new rail lines
- ◆ Specific land use policies, such as:
  - ◆ modifying planned densities or floor area ratio
  - ◆ amending plans to relocate high-traffic-generating uses



## ACTION PLANS FOR ROUTES OF REGIONAL SIGNIFICANCE

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- ◆ Strategies that influence people's travel habits (demand management) such as:
  - ◆ regulation of parking
  - ◆ encouragement of telecommuting

In addition to providing a list of actions, the Plans will describe the Regional Committees' future activities by including procedures for:

- ◆ Ongoing review of progress in attaining objectives;
- ◆ Regional Committee Review of local General Plan Amendments that are significant enough to influence traffic on Regional Routes (see Fact Sheet 3); and
- ◆ Consultation on EIRs among jurisdictions.

The Regional Committees will have responsibility for preparing Action Plans. But since the Plans are about roads that cross regions and serve regional traffic, they will be circulated for comment by other regions prior to adoption by the Authority.

To fulfill the requirements of the Growth Management Program, each local jurisdiction must participate in development of the Action Plans through the work of the Regional Committee, and take part in implementing actions as specified in the Action Plan. Participation of all jurisdictions in the County is critical to assure that the Action Plans will be sensitive to the unique character of each community.

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For a more detailed description of the Action Plan process, see *Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance*.

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# GENERAL PLAN GROWTH MANAGEMENT ELEMENTS

## SUMMARY

Adoption of a General Plan Growth Management Element (GME) is required by the Ordinance. The Element should relate the General Plan's policies for land use, transportation and public facilities by adopting facility performance standards and putting into place programs to help meet them. The Authority has prepared a Model Growth Management Element that illustrates required and optional sections of the GME, which must be integrated with the seven General Plan elements required by State law and any other optional elements.

## DISCUSSION

Simply put, the purpose of the Growth Management Element (GME) is to make sure that cities, towns and the County don't build what can't be served adequately, and that they assure service standards are met for what is built.

Growth Management Elements must:

- ◆ Establish traffic Level of Service (LOS) standards, consistent with the Ordinance, for all signalized intersections on local streets ("basic routes"). (LOS standards indicate how well an intersection operates, using letter grades A-F or a ratio of volume to capacity ranging from 0 to 1. Congestion increases with values closer to 1 or letters closest to F);
- ◆ List Routes of Regional Significance and make a commitment to work on and implement Action Plans (see Fact Sheet 1);
- ◆ Establish performance standards for public facilities providing police and fire services, parks, water, sanitation and flood control. Each city, town or the County selects its own standards for these services;

- ◆ Establish programs to achieve adopted standards. For example, through the collection of building fees to pay for infrastructure and through efforts such as Transportation Systems Management programs.

Though not required by State law, once adopted the GME will have the same legal weight as any other part of the General Plan and will be subject to the State requirements that all elements be internally consistent.

For more information, see the *Model Growth Management Element*.



# THE LOCAL PLANNING REVIEW PROCESS

## SUMMARY

Changes in the local planning review process will be necessary to implement the Growth Management Program. For projects consistent with adopted General Plans, the most important change is a required analysis of the proposal's traffic impacts. For projects that require General Plan amendments, the program requires circulation of EIRs to neighboring cities, and in some cases, review by the Regional Transportation Planning Committee with respect to Action Plan objectives.

## DISCUSSION

The Growth Management Program includes tools for long-range planning (such as computer traffic modelling) and for "fine tuning" of development plans through the local planning review process. At the local level, all proposed projects large enough to generate more than 100 vehicle trips in the peak hour will be subject to traffic impact analysis, which can be part of an EIR. Before the project can be approved, the Council or Board must make Findings of Consistency with adopted Level of Service standards. When acting on development applications, Findings must also be made relative to adopted standards for parks, fire, police, sanitary facilities, water and flood control.

If a project being reviewed requires a General Plan amendment, additional requirements are in effect. First, EIRs on General Plan amendments and project EIRs for large projects require consultation with neighboring cities and notification to the Authority. Second, if a General Plan amendment exceeds the threshold size established by local Action Plans, it will be subject to review by the Regional Transportation Planning Committee for consistency with the Action Plans. The locality considering the amendment will have to either :

- ◆ Demonstrate that the amendment will not violate Action Plan policies and/or program requirements, or
- ◆ Propose modifications to the Action Plan that will prevent the General Plan amendment from adversely affecting the regional transportation network.

If neither of these can be done, approval of the General Plan amendment may lead to a finding of non-compliance with the Growth Management Program.

When projects are approved, Action Plans may require as conditions of approval participation in development mitigation fee programs and/or Transportation Systems Management programs in order to achieve Plan goals or meet performance standards.

See the *Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance* for further detail.



# DECISION MAKING AND CONFLICT RESOLUTION

## SUMMARY

The Action Plans and other parts of the Growth Management Program that require cooperation among localities will be developed and approved using consensus. That means that unanimous agreement among participants is the goal of the process. A conflict resolution process will be established by the Authority for use when consensus cannot be reached within or between Regional Committees.

## DISCUSSION

Many participants in the Growth Management Program are worried that their community's priorities will be overruled by others, or that if their own policies seek to relieve traffic the actions of others will cause increased congestion. Difficult decisions and some conflicts will be unavoidable.

Particularly controversial will be decisions on the Action Plans, since the choices may be between large and costly capital projects and restrictions on future development. Despite the difficulty of the decisions, decision making on the Action Plans will be on a consensus basis. A conflict resolution process will be established by the Authority, for use when consensus cannot be reached within a Regional Committee, or when there is a conflict between Regional Committees that cannot be resolved among the groups involved.

Principles of the process include:

- ◆ All those involved in the conflict will present their views to the Authority;
- ◆ The Authority will look for evidence of good faith efforts by localities involved;

- ◆ The Ordinance and the implementation documents published by the Authority will be used to determine local obligations;
- ◆ The conflict resolution process may lead to a final determination of compliance by the Authority, or it may ask the parties involved for further efforts in coming to agreement;
- ◆ The process is limited to decisions directly related to the Growth Management Program; and
- ◆ The Authority will make determinations of compliance for the purpose of allocating Local Street Maintenance and Improvement Funds. It cannot preempt local land use decisions or require cities to accept unwanted construction projects. No city, town or the County will be required to accept an Action Plan that creates a fundamental conflict with the community's socioeconomic or environmental character.



# COMPLIANCE REPORTING

## SUMMARY

Each year, jurisdictions participating in the Growth Management Program will submit a completed checklist to the CCTA for its evaluation of compliance. Those complying with the program will receive money for local transportation projects. The first submittal by each locality will be an initial checklist that reports on preparation of the local Growth Management Program.

## DISCUSSION

Major features of the checklist approach are:

- ◆ It requires information relative to the adoption of resolutions, ordinances and other actions taken by the Town, City or County;
- ◆ The checklist provides a place to describe unique local programs that may fulfill compliance requirements;
- ◆ If a positive answer cannot be provided to all of the checklist questions, the Authority may establish deadlines for achieving unmet requirements, rather than withholding funds; and
- ◆ The completed checklist must be approved by the City/Town Council or Board of Supervisors prior to submittal to the Authority.
- ◆ The City, Town or County has implemented Action Plan policies and programs for which it is responsible, consistent with the adopted schedule;
- ◆ Standards for public facilities or services are met;
- ◆ A TSM program consistent with the model adopted by the Authority has been adopted and implemented, or an alternative mitigation program, and
- ◆ Development mitigation fee programs have been adopted and implemented as requested by the Action Plans.

To evaluate compliance with the Growth Management Program, questions on the annual checklist ask whether:

- ◆ Level of Service standards are met at a select group of "reporting intersections" rather than at all signalized intersections;

Beginning in 1992, the checklist will ask whether the City, Town or County has an adopted Housing Element that meets the requirements of the State Department of Housing and Community Development.

Complete copies of the initial *Compliance Checklist* and the *Annual Compliance Checklist* are included with the Authority's *Implementation Documents*.



# GROWTH MANAGEMENT IMPLEMENTATION DOCUMENTS AND TECHNICAL MATERIALS

## GROWTH MANAGEMENT IMPLEMENTATION DOCUMENTS

### *Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance*

This Guide addresses in detail the following topics: designation of Routes of Regional Significance, process for preparing and adopting Action Plans, adoption of standards for Basic Routes, and procedures for Findings of Special Circumstances.

### *Model Growth Management Element*

Mandated by the ordinance, the Model Element establishes requirements for local Growth Management Elements, illustrating required and recommended sections along with commentary. It offers flexibility in terms of format and organization, but the content of its required policies must be reflected in local General Plans.

### *Administrative Procedures Manual: Checklists for Compliance Reporting*

There are two checklists: one is to be used for the initial full submittal by cities, towns and the County; the second is for annual use. The checklist is the best source for an overview of local compliance requirements. For a full understanding of the requirements that are cited in the checklist, the other implementation documents should be consulted.

## TECHNICAL MATERIALS

In addition to the implementation documents, the Authority is preparing technical materials to assist in the implementation process. These include the *Guide to Local Planning and Growth Management*, *Technical Procedures*, and *Model Transportation Systems Management Ordinance*.

For copies of the implementation documents or technical materials, or for other information about programs and projects, please contact:

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# EXECUTIVE SUMMARY

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## EXECUTIVE SUMMARY

### ***IMPLEMENTATION GUIDE: TRAFFIC LEVEL OF SERVICE STANDARDS AND PROGRAMS FOR ROUTES OF REGIONAL SIGNIFICANCE***

Measure C requires jurisdictions participating in the Growth Management Program to adopt traffic Level of Service standards, and to work with the Transportation Authority to develop programs for Routes of Regional Significance (all freeways and designated major arterials). This Guide describes how these provisions of Measure C are to be implemented by cities and the County, the four Regional Transportation Planning Committees, and the Authority.

On many of the freeways and major arterials linking different parts of the County, operations are already poor and expected to worsen unless aggressive action is taken. A primary impetus for local participation in the Growth Management Program is the severity of congestion on Regional Routes and the need for interjurisdictional cooperation to address the problem. This Guide emphasizes the establishment of performance goals (called traffic service objectives) for Regional Routes, and implementation of actions by each jurisdiction to address problems on these facilities.

This Guide uses the term "Basic Routes" to describe all roads that are not Routes of Regional Significance. Standards are to be adopted for all Basic Routes as described in Section 4 of this Guide, and in the *Model Growth Management Element*.

### **REGIONAL ROUTES: MEANING OF DESIGNATION**

Measure C explains that jurisdictions and the Authority will "jointly determine the appropriate measures and programs for mitigation of regional traffic impacts." Programs will be developed and implemented for those roads designated as Routes of Regional Significance.

**A Regional Route designation means that a designated road will be subject to programs and policies as follows:**

- o Goals for Regional Route performance will be developed by the Authority.



- o Quantified traffic service objectives will be developed by the relevant Regional Committees in cooperation with local jurisdictions and the Authority.
- o Regional Committees, in cooperation with local jurisdictions and the Authority, will develop Action Plans designed to attain objectives for each Regional Route. When combined, the adopted goals and the Action Plans from each of the regions will form the basis of the countywide Comprehensive Transportation Plan called for by Measure C.
- o Progress in attaining objectives will be reported to the Authority by the Regional Committees as part of a periodic review of program effectiveness.
- o Regional traffic mitigation fees may be used to help fund improvements and mitigation measures.

#### **REGIONAL ROUTES: ACTION PLANS**

The Action Plans to be developed by the Regional Committees in cooperation with the Authority will consider shared concerns relating to land use decisions as well as transportation projects, and will take into account through-traffic on Regional Routes, and environmental and financial concerns. The Action Plans will specify actions to be implemented by each participating jurisdiction and by the Committee as a whole. Action Plans will be required to include the components listed here. The Regional Committees may choose to include other components.

- o Long-range assumptions regarding future land use based on local general plans.
- o Adopted traffic service objectives using a quantifiable measure of effectiveness and including a target date for attaining the objective (e.g., intersection Level of Service, travel time, auto occupancy, transit use, etc.).
- o Specific actions to be implemented by each participating jurisdiction (may relate to capital improvements, fees, land use policy, TSM/TDM, transit service, etc.).



- o Requirements for consultation on environmental documents among participating localities (may correspond to State requirements under Public Resources Code Sections 21081.7 and 21092.4).
- o Procedure for review of impacts resulting from proposed local General Plan amendments that have the potential to influence the effectiveness of adopted Action Plans (see Requirements for Local Compliance).
- o Schedule for the Regional Committee and the Authority, in cooperation with local jurisdictions, to review progress in attaining traffic service objectives, and revision of Action Plan as needed.

#### **REGIONAL ROUTES: REQUIREMENTS FOR LOCAL COMPLIANCE**

No one jurisdiction's actions can assure that traffic service objectives on Regional Routes will be met. Compliance will be determined on the basis of participation and implementation of Action Plans. The following are requirements for a jurisdiction to be considered in compliance in relation to Regional Routes:

- o Participation in development and adoption of Action Plans.
- o Local implementation of actions designed to attain traffic service objectives consistent with adopted Action Plans.
- o Placement of conditions on project approvals consistent with Action Plan policies (e.g., requiring payment of fees or participation in TSM/TDM program).
- o Consultation on environmental documents as specified in Action Plans.
- o Submittal to Regional Committee of proposed revision(s) to Action Plan to mitigate impacts associated with proposed General Plan amendments. General Plan amendments that would reduce the effectiveness of adopted Action Plans may lead to a determination of non-compliance if the Action Plan cannot be revised with the approval of the Regional Committee and the Authority.
- o Participation in regional traffic mitigation fees, assessments or other funding programs developed by the Authority.



## **REGIONAL ROUTES: DESIGNATION**

The Regional Route designation will be applied to all portions of the Interstate and State highway systems and all roads listed in Appendix A of the Expenditure Plan. Other roads may be proposed for designation by a Regional Committee subject to approval by the Authority. Tests to be applied to proposed Regional Routes emphasize functions such as connection of two or more regions, connection to other counties, amount of through-traffic, and provision of access to freeways or BART.

## **BASIC ROUTES: STANDARDS AND FINDINGS OF SPECIAL CIRCUMSTANCES**

Each jurisdiction must adopt a map, list or table showing the Level of Service standard to be applied on each Basic Route.

- o Jurisdictions that already have standards in the General Plan will review their adopted standards to evaluate whether they are equal to or more stringent than the standards specified in Measure C. If not, standards must be revised. (As of October 1989, more than half of the jurisdictions in the County had adopted LOS standards in the General Plan.)
- o Jurisdictions that do not have adopted standards in their General Plan must prepare a map, list or table based on an evaluation of land use type and street function. The exhibit attached to the January 1990 local resolution implementing Stage I Level of Service standards may be used.

Findings of Special Circumstances are to be made by local jurisdictions and the Authority in cases where an intersection on a Basic Route exceeds adopted standards and standards will not be met following implementation of the adopted five-year CIP. A process for making Findings and a list of criteria for Findings are included in Section 5. Findings recognize that standards cannot be met through reasonable mitigation measures, and require instead a search for acceptable mitigation that will have a positive effect on intersection operations. When Findings are made, the Authority will approve mitigation measure(s) proposed by the involved jurisdiction(s) as a condition of future compliance with the Growth Management Program. These mitigation measures may be projects or programs undertaken at another location that will reduce demand at the intersection for which Findings are made.



## **TOOLS AND PROCEDURES**

This section of the Guide outlines the tools and procedures that will be used for transportation planning. Initial efforts will involve development and adoption of the General Plan Growth Management Elements by local jurisdictions, and preparation of Action Plans for Routes of Regional Significance by the Regional Transportation Planning Committees. The most important tools for this work will be the travel demand forecasting models developed by the Authority.

Subsequent and continuing planning will build on the initial work and will include:

- o Development Review by individual local jurisdictions;
- o Compliance Monitoring and Reporting;
- o Preparation and Review of General Plan Updates and Amendments; and
- o Action Plan Monitoring and Updates.

The Growth Management Program requires that each jurisdiction conduct traffic impact analysis for its developments over a specified size, as a check on consistency with Action Plans and traffic Level of Service standards.

## **COMPLIANCE AND COMPLIANCE REPORTING**

Section 8 of this Guide summarizes requirements for compliance and reproduces with comments the Checklist for Compliance Reporting to be submitted annually by each locality participating in the Growth Management Program.

## **TECHNICAL PROCEDURES**

The Technical Procedures published separately are primarily for the use of engineers and planners directly involved in implementation of standards and programs. They describe procedures for analysis of traffic impacts at the General Plan and project approval levels and a method for measuring and calculating Level of Service.







## Section One

# INTRODUCTION









## 1 INTRODUCTION

### 1.1 OVERVIEW OF MEASURE C

Contra Costa County's Measure C provides funding for transportation projects and programs. Projects include construction of highway and arterial road improvements and extension of BART. Programs include a variety of transit services and regional transportation planning and growth management. Of the revenues from the sales tax increase approved by the Measure, 18 percent is earmarked for Local Street Maintenance and Improvements. These funds are to be allocated to jurisdictions participating in the Growth Management Program established by Measure C, following an annual certification of compliance by the Contra Costa Transportation Authority.

The Growth Management Program includes eight sections describing local requirements for participation. The implementation documents produced by the Transportation Authority together describe implementation measures to be undertaken by cities and the County. Some are required for all participating jurisdictions; some offer considerable flexibility. All jurisdictions participating in the Growth Management Program are required to adopt traffic Level of Service standards, and to work with the Transportation Authority to develop programs for Routes of Regional Significance (all freeways and designated major arterials). This Guide describes how these provisions of Measure C are to be implemented by cities and the County, the four Regional Transportation Planning Committees, and the Authority.

Like the other provisions of Measure C's Growth Management Program, the emphasis of the traffic service policy is on establishing a structure for sound land use and transportation planning. Many jurisdictions in the County already have adopted Level of Service standards, and have incorporated transportation objectives into their General Plans and other programs. The programs described in this Guide not only provide a basis for greater consistency of approach in local planning, but also establish for the first time a step-by-step multijurisdictional planning process for the regional transportation system.

This Guide should be used in conjunction with the other implementation documents for the Growth Management Program: the *Model Growth Management Element*, and *Administrative Procedures Manual*. Relevant technical materials include the *Technical Procedures*, *Guide to Local Planning and Growth Management*, and Model Transportation Systems Management Ordinance.



## **1.2 OVERVIEW OF LEVEL OF SERVICE REQUIREMENTS**

The provisions of the Growth Management Program relating to Level of Service standards are reproduced on the following page. The program requires that each locality adopt Level of Service standards, expressed as a ratio of volume to capacity (v/c). These standards are to be applied to intersections on Basic Routes (those not on designated Routes of Regional Significance), based on land use type as specified in the Measure and described below in Section 4.

Additionally, provisions are made for local intersections that exceed applicable standards. First, if scheduled capital improvements will bring the intersection into conformance with standards, the intersection is to be considered in compliance with those standards. Second, where standards are not expected to be met and one of several criteria is applicable, the Authority, jointly with the local jurisdiction, can make Findings of Special Circumstances.

For Routes of Regional Significance, the Growth Management Program provides an opportunity to determine the application of traffic service standards. The Program recognizes the severity of congestion on Regional Routes and the need for interjurisdictional cooperation if traffic problems are to be alleviated. Through the work of the Regional Transportation Planning Committees, Regional Routes will be analyzed; objectives and plans will be formulated, then approved by the Authority and implemented by individual jurisdictions.

## **1.3 RELATIONSHIP OF LEVEL OF SERVICE STANDARDS TO OTHER PROVISIONS OF THE GROWTH MANAGEMENT PROGRAM**

Adoption and implementation of traffic Level of Service standards is one of the eight parts of the Growth Management Program of Measure C. Although this Guide treats LOS standards and programs for Regional Routes as an independent program component, the eight parts are closely linked. Compliance requirements for the other parts of the program are summarized in the Compliance Checklists.



## **Level of Service Provisions of the Growth Management Program**

2. Adopt Traffic Level of Service (LOS) standards keyed to types of land use:
  - Rural--LOS low-C (70 to 74) Volume to Capacity (V/C)
  - Semi-Rural--LOS high-C (75 to 79) V/C
  - Suburban--LOS low-D (80 to 84) V/C
  - Urban--LOS high-D (85 to 89) V/C
  - Central Business District--LOS low-E (90 to 94) V/C

Based on the categories established above, each jurisdiction shall determine how the Traffic Service standards are to be applied to their General Plan land use and circulation elements, and the land areas to be defined as Rural, Semi-Rural, Suburban, Urban, and Central Business District (as suggested in the Guidelines in Appendix A). Each jurisdiction shall comply with the adopted standards. Jurisdictions may adopt more stringent standards without penalty.

Level of Service (LOS) would be measured by Circular 212 or the method described in the most commonly used version of the Highway Capacity Manual. Any issues with respect to the application of the Highway Capacity Manual or measurement of level of service shall be referred to the Authority's Technical Coordinating Committee for review and recommendation to the Authority. In the event that an intersection(s) exceeds the applicable Traffic Service standard, the authority shall, jointly with local jurisdictions, establish appropriate mitigation measures or determine that a given intersection is subject to a finding of special circumstances.

Any intersection that presently exceeds the Traffic Service standards and which will be brought into compliance in the most current Five Year Capital Improvement Program (see Section 6) shall be considered to be in compliance with the applicable standard.

The Authority, jointly, with affected local jurisdictions, shall determine and periodically review the application of Traffic Service Standards on routes of regional significance. The review will take into account traffic originating outside of the county or jurisdiction, and environmental and financial considerations. Local jurisdictions, through the forum provided by the Authority, shall jointly determine the appropriate measures and programs for mitigation of regional traffic impacts. (See Section 5)

Capital projects necessary to meet and/or maintain the Traffic Service standards are to be included in the required Five Year Capital Improvement Program. (See Section 6)



### **Growth Management Element**

The Growth Management Element to be adopted by each jurisdiction as part of the local General Plan will include traffic Level of Service standards. The levels of development indicated by planned land uses and the circulation network in the adopted General Plan must be consistent with the standards.

### **Development Mitigation Program**

The philosophy of Measure C's requirements for development mitigation programs is that future development should pay the costs of mitigating its impacts. This idea is already reflected in local practice; as of October 1989, 14 of the County's 19 jurisdictions had adopted traffic mitigation fee ordinances. Other requirements for mitigation are commonly implemented through development agreements, assessment districts and conditions on project approval.

The development mitigation programs to be adopted by localities and the Authority will address traffic operations as well as facilities for fire and police services, parks, water supply, flood control and sanitation. The mitigation program requirements complement the requirements to maintain adopted LOS standards. The project-level traffic impact analysis described in Section 7 will provide an opportunity to identify needed mitigation on local streets, and the planning process described in Section 3 will include specification of measures to mitigate impacts on designated Routes of Regional Significance.

### **Participation in Cooperative, Multijurisdictional Planning**

Two parts of the traffic standards program described here require participation in ongoing multijurisdictional planning. These are the processes for designating and planning for Regional Routes and for planning for intersections subject to Findings of Special Circumstances. Other issues, such as job/housing relationships or Transportation Systems Management (TSM), may also be taken up through the multijurisdictional forums.

These planning processes will be coordinated by the Regional Transportation Planning Committees, in which all of the jurisdictions already participate.



## **Development of a Five-Year Capital Improvement Program**

Projects in the five-year CIP are to provide the ability to meet and/or maintain both traffic standards and other performance standards. The CIP is to be used as an implementing mechanism for the Level of Service standards. As noted above, projects in the CIP may be used to demonstrate local compliance with the Measure's Level of Service provisions, even if actual traffic operations violate adopted standards.

Though most local governments in the County use five-year capital improvement plans, some of the provisions in Measure C will require changes to general practice. Most notable is the Measure's specification that CIPs include a financial plan for providing improvements.

### **1.4 ORGANIZATION OF THE GUIDE**

This Guide has eight main sections. The sections following this introduction are as follows:

#### **Sections 2 and 3**

These sections address Routes of Regional Significance. The first presents an overview, summarizing current and projected conditions on the Regional Routes, describing the meaning of a Regional Route designation, and establishing a process for making additions to the list of Regional Routes included in Measure C.

Components of the Action Plans, the planning process, and the process for review, adoption and revision of Action Plans are presented in Section 3. Traffic service objectives and actions for Regional Routes are to be included in Action Plans prepared by the Regional Committees.

#### **Sections 4 and 5**

Sections 4 and 5 address the application of standards on Basic Routes, those roads not designated as Routes of Regional Significance. The concept of Level of Service is introduced in Section 4, followed by discussion of how each locality is to apply the standards described in Measure C. In Section 5, the process and criteria for Findings of Special Circumstances are discussed.



## **Section 6**

Section 6 summarizes the conflict resolution process to be established by the Authority, and the rules for decision-making by the Regional Committees. Further detail on the conflict resolution process is included in the *Administrative Procedures Manual* in this volume.

## **Section 7**

Section 7 introduces the tools and procedures to be used in implementing programs for Basic Routes and Regional Routes. It reviews applications of the travel demand models being developed by the Authority, and establishes requirements for traffic impact analysis as part of the local development review process.

## **Section 8**

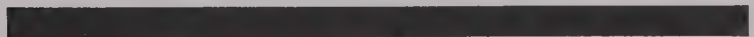
Local compliance with all parts of the Growth Management Program is required in order for a locality to receive Local Street Maintenance and Improvement Funds. Compliance will be evaluated annually by the Authority based on a Checklist for Compliance Reporting to be submitted by each jurisdiction. Section 8 details compliance requirements and reproduces the Level of Service section of the Checklist for Compliance Reporting. Each question in the Checklist is accompanied by explanatory comments.

The Checklist for Compliance Reporting specifies that local procedures related to Level of Service standards must conform to relevant material in the Technical Procedures published separately by the Authority.



## **Section Two**

# **ROUTES OF REGIONAL SIGNIFICANCE: OVERVIEW**









## **2 ROUTES OF REGIONAL SIGNIFICANCE: OVERVIEW**

The County's network of freeways and major arterials presents the most challenging transportation planning and engineering problems that will be dealt with through Measure C's programs. The level of congestion already experienced on many regional facilities, the extremely high cost of adding capacity, the influence of through-traffic to and from other parts of the Bay Area, and the role of State and Federal agencies in funding and implementing projects are only some of the obstacles to improving conditions on the regional network.

Analysis and projections prepared by Contra Costa County as part of the County's General Plan revision provide data on operations of the Regional Routes. Even with major transportation improvements, peak period demand in the year 2005 is projected to exceed 100 percent of capacity on Interstate 80, Interstate 680, and State Route 24 for the entire length of these freeways in the County. State Route 4 would be over 100 percent of capacity between Interstate 680 and Lone Tree Way in Antioch. Many locally controlled Regional Routes are expected to operate at 90 percent of capacity or over, including San Pablo Avenue, Ygnacio Valley Road, and Kirker Pass Road (see Figure 1).

Measure C provides for designation of all freeways and selected arterials as Routes of Regional Significance (or "regional routes"). Rather than requiring that Level of Service standards be applied to all of these roads, local jurisdictions, through the forum provided by the Authority, are to determine the appropriate measures and programs for mitigation of regional traffic impacts. The Regional Transportation Planning Committees will do this work, as described below.

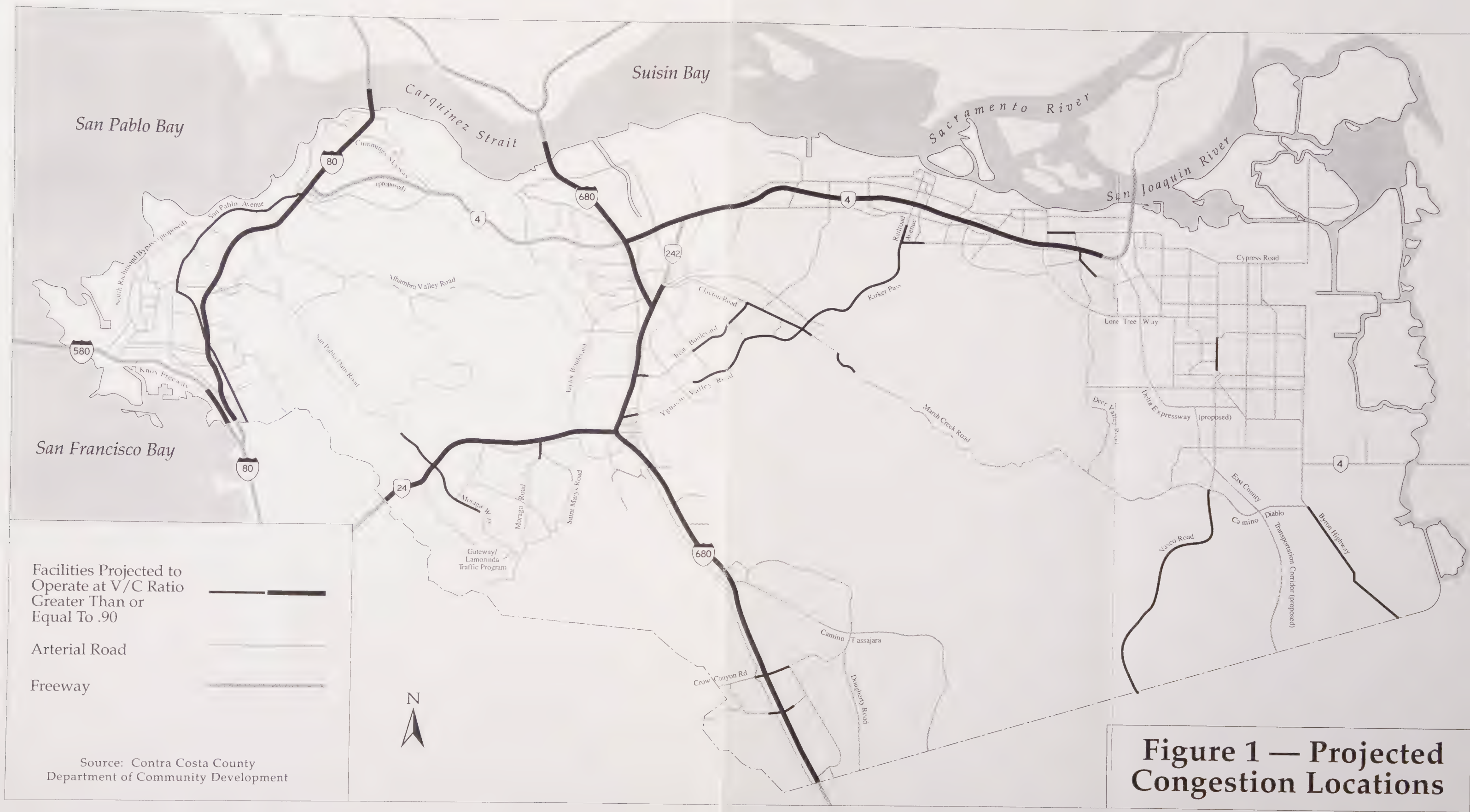
Application of Level of Service standards keyed to land use types is inappropriate for Regional Routes, for several reasons. First, the function of Regional Routes is more important in determining traffic conditions than is the surrounding land use type. Second, in light of current conditions and projections of future conditions, these standards are unrealistic. Even if development were to be halted, standards would not be met in many cases. Lastly, indicators other than Level of Service may better reflect conditions on Regional Routes as perceived by people using the roads.

The Measure emphasizes participation of local jurisdictions in determining appropriate programs for mitigation of regional traffic impacts. The nature of the facilities themselves, as well as the travel patterns in the County, makes it appropriate to locate primary planning responsibility for the Regional Routes with the four Regional Committees.









**Figure 1 — Projected Congestion Locations**







Programs for regional routes will require a four-step process:

1. Designation of Regional Routes;
2. Development of Action Plans for Regional Routes (including establishment of traffic service objectives);
3. Circulation and review of proposed Action Plans; and
4. Ongoing Action Plan implementation.

This section of the Guide addresses the overall meaning of the Regional Route designation, and the process for designation. Action Plan preparation and procedures are discussed in Section 3.

## **2.1 MEANING OF A REGIONAL ROUTE DESIGNATION**

A Regional Route designation carries with it certain obligations that will be assigned to local jurisdictions and the Regional Committees, and certain programs that apply only to designated roads (not to Basic Routes). Measure C explains that jurisdictions and the Authority will "jointly determine the appropriate measures and programs for mitigation of regional traffic impacts." Programs will be developed and implemented for those roads designated as Routes of Regional Significance. For designated Regional Routes:

1. Goals for performance will be developed and adopted by the Authority. The relevant Regional Committees in cooperation with local jurisdictions and the Authority will develop quantified traffic service objectives to be adopted by the Authority.
2. Regional Committees, in cooperation with local jurisdictions and the Authority, will study how to attain objectives for each Regional Route, and prepare an Action Plan including objectives and plans for attaining them. Action Plans will take effect following review and approval by the Authority.
3. Progress in attaining objectives will be reported by local jurisdictions based on a schedule to be included in the Action Plan.
4. Regional traffic mitigation fees may be used to help fund improvements and mitigation measures.



5. The assembled adopted Action Plans will form the basis of the countywide comprehensive Transportation Plan called for by Measure C.

## **2.2 DESIGNATION OF REGIONAL ROUTES**

An initial list of Routes of Regional Significance is included in Appendix A of the Expenditure Plan. That list cites, for example:

1. The Interstate and State Highway systems;
2. Ygnacio Valley Road;
3. Treat Boulevard;
4. San Pablo Avenue;
5. San Pablo Dam Road; and
6. Lone Tree Way.

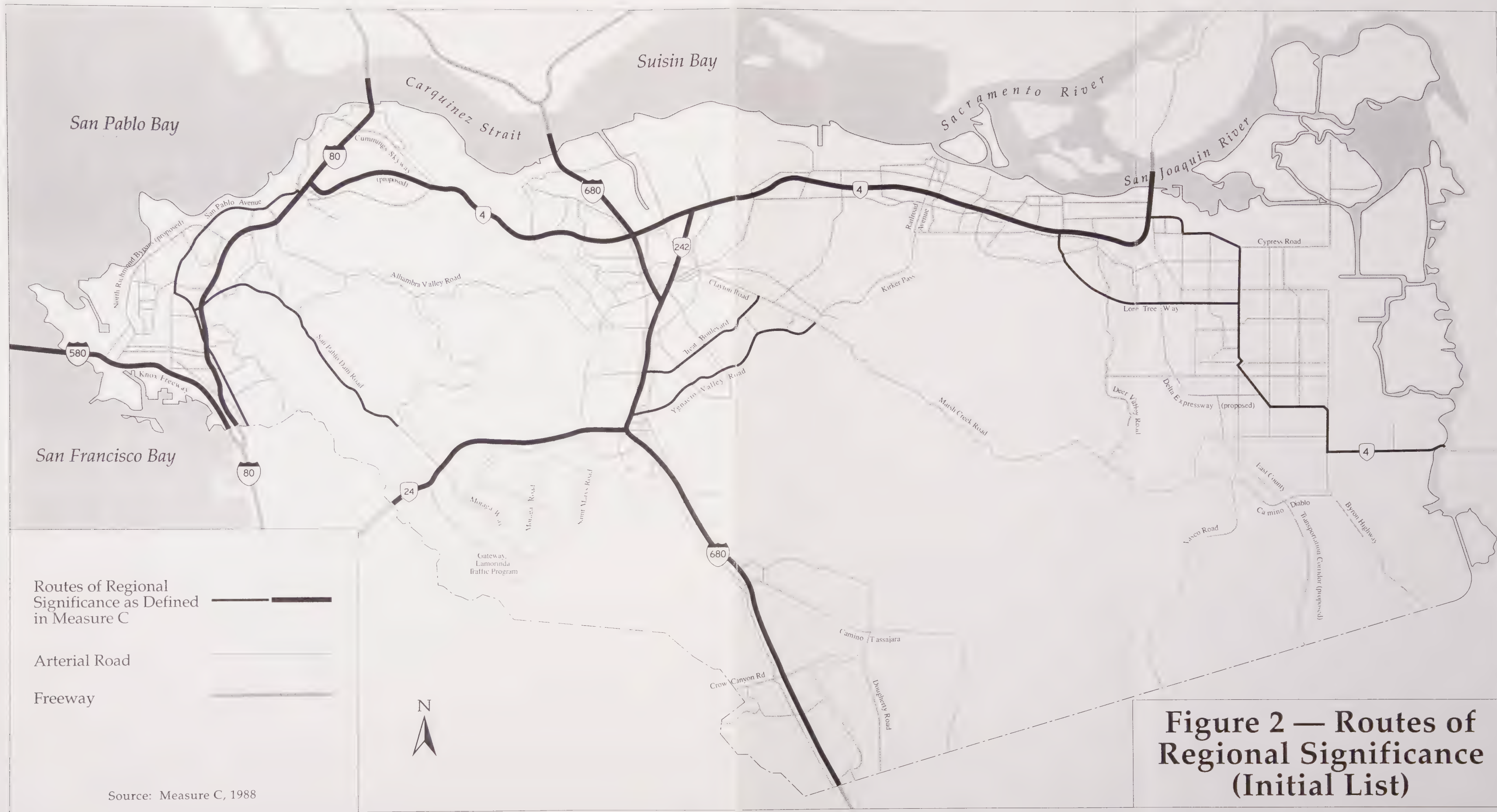
These roads, shown on Figure 2, are designated as Routes of Regional Significance.

The list in the Measure is not exhaustive. The Regional Committees may propose additions to the list of designated Routes of Regional Significance, using the process described here.

### **Sequence of Steps for Designating Additional Regional Routes**

- a. **Each Regional Committee may develop a proposed list of Regional Routes.** In evaluating the appropriateness of the designation, the Committee should apply the following tests:
  1. Does the road connect two or more "regions" of the County?
  2. Does the road cross County boundaries?
  3. Does the road carry a significant amount of through-traffic (a threshold might be specified by the Committee)?
  4. Does the road provide access to a regional highway or transit facility (e.g., a BART station or freeway interchange)?
- b. **Each proposed list is circulated to the other Regional Committees for their comments, then returned to the originating committee.** The Committees are asked to respond to each item on the list, clearly identifying any proposals that are opposed by the full Committee.





**Figure 2 — Routes of Regional Significance (Initial List)**







- c. **As appropriate, the originating committee may modify its list.**
- d. **Each jurisdiction approves the list prepared by its Regional Committee.**
- e. **Each Regional Committee submits its list and comments from the other Committees to the Authority.** The Committee may submit any supplementary data or explanation that is appropriate.
- f. **The Authority adopts a list of Routes of Regional Significance based on submittals.** Facilities on proposed lists that are supported by all of the Regional Committees will be included in the adopted list. If agreement on a proposed list cannot be reached, the Authority's conflict resolution process may be used.

This process is summarized in Figure 3, which also depicts use of the CCTA conflict resolution process, which is described in the *Administrative Procedures Manual*.



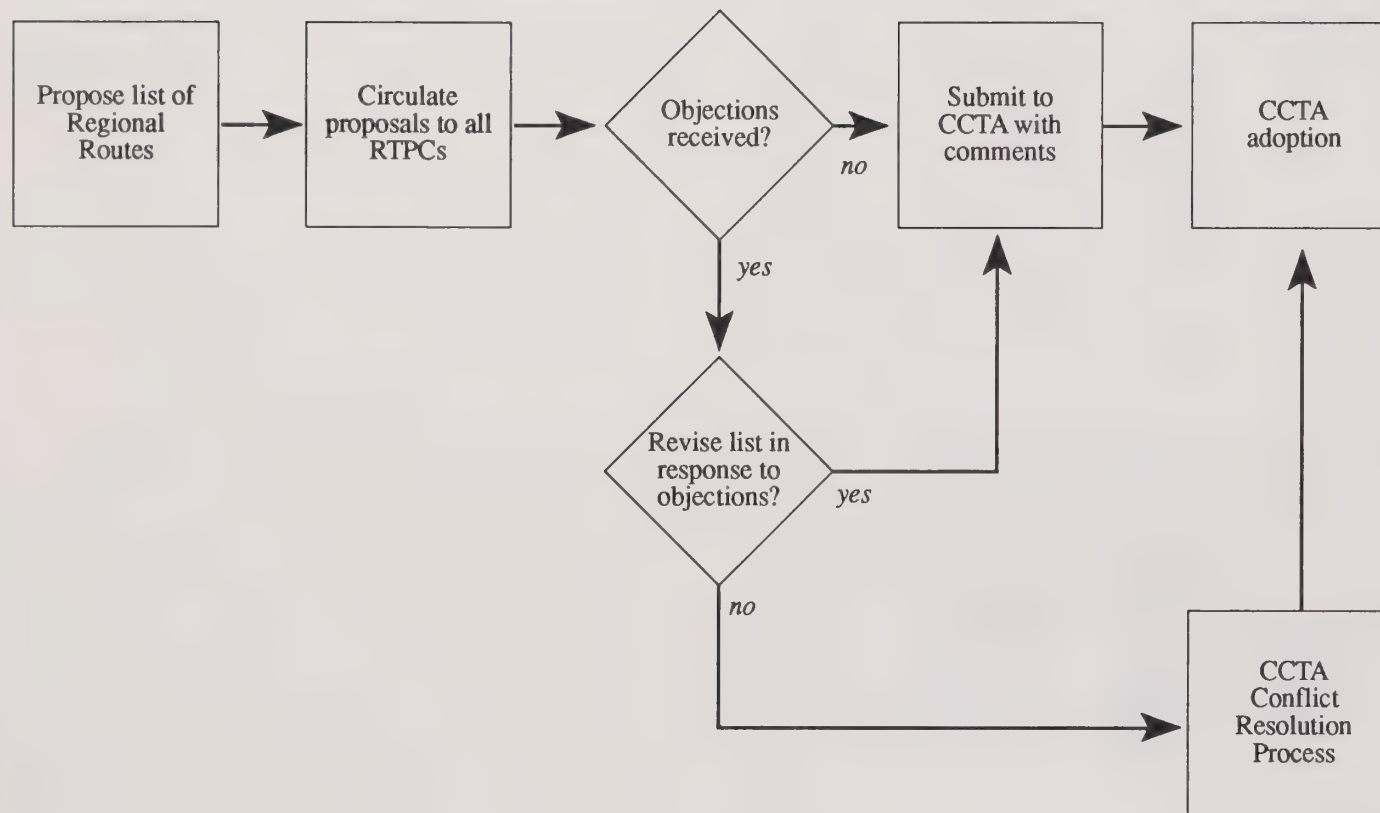


Figure 3

## Process for Designation of Regional Routes not Listed in Measure C

*Note: The Conflict Resolution Process may require additional circulation and comment on proposals.*

*Actions to be taken by each RTPC except as noted*



Section Three

# ACTION PLANS FOR REGIONAL ROUTES









### 3 ACTION PLANS FOR REGIONAL ROUTES

Measure C provides the basis for multijurisdictional planning, focusing on development of appropriate measures and programs for mitigation of regional traffic impacts. The measure also requires jurisdictions to participate in an ongoing cooperative multijurisdictional planning process to reduce cumulative regional traffic impacts of development. These requirements are to be implemented, in part, through the development and implementation of Action Plans for designated Regional Routes.

This Section discusses Action Plans in three parts:

1. A summary of the content of adopted Action Plans, presented first;
2. The planning process for preparation of proposed Action Plans; and
3. The process for review, adoption and revision of the Plans.

Requirements for local compliance in relation to Action Plan implementation are listed in Section 8, Compliance and Compliance Reporting.

#### 3.1 ACTION PLAN COMPONENTS

Action Plans will be required to include the components listed here. The Regional Committees may choose to include additional components.

1. **Long-range assumptions regarding future land use based on local general plans.**
2. **Adopted traffic service objectives that use a quantifiable measure of effectiveness and include a target date for attaining the objective (see Figure 4 for examples).** For Regional Routes that connect two or more regions of the County, adopted objectives are to be the same in the Action Plans prepared by different Regional Committees. Objectives are to be consistent with goals adopted by the Authority. Measures of effectiveness to be used in objectives might include intersection Level of Service, travel time, auto occupancy, or transit use.



**FIGURE 4**  
**SAMPLE TRAFFIC SERVICE OBJECTIVES AND CORRESPONDING ACTIONS**

Sample Traffic Service Objective	Action
A. Reduce delay on Crow Canyon Road by 10 percent by 1995.	A1. Coordinate traffic signals on Arterial A in San Ramon. A2. Add left-turn traffic signal phase at intersection with Park Place. A3. Construct bus turnouts at all stops on Crow Canyon Road. A4. Coordinate improvements with planned Alameda County improvements on Crow Canyon Road.
B. Increase auto occupancy on I-680 between SR-242 and SR-24 from 1.12 to 1.30 by 1995.	B1. Add carpool lanes in median of I-680. B2. Provide Carpool Information Service, including sign with phone number in corridor. B3. Provide express bus service between Concord and major employment centers in San Ramon and Pleasanton.
C. Increase transit ridership in the I-80 and San Pablo Avenue corridor by 25 percent.	C1. Add express bus service from Hercules to UC Berkeley and downtown Oakland. C2. Reduce headways on existing local transit service from 15 minutes to 10 minutes.
D. Reduce person-travel-time on SR-4 between Lone Tree Way and SR-242 by 15 percent.	D1. Provide ramp metering at all westbound ramps that is activated during AM Peak-Period. D2. Provide HOV bypass lanes at all ramp meters.



3. **Specific actions to be implemented by each participating jurisdiction .** Actions may be the same for each locality, or may vary. As shown in Figure 5, they may relate to capital improvements, fees, land use policy, TSM/TDM, transit service, or other programs and projects. Some actions may apply to more than one Regional Route because of the breadth of their impact. This is particularly likely in relation to land use measures.
4. **Requirements for consultation on environmental documents among participating localities.** Each Regional Committee will develop its own requirements specifying a threshold size for projects to be subject to the consultation requirements. These requirements must be at least as stringent as those enacted statewide by AB 40 of 1989, which added sections 21081.7 and 21092.4 to the California Environmental Quality Act (CEQA). Consultation on environmental documents should not be limited to jurisdictions in the region or the County, but should reflect the locations of project impacts. In addition to distribution to affected neighboring jurisdictions, notices of preparation and of DEIR availability shall be distributed to the Contra Costa Transportation Authority, which will be responsible for notification of its committees, including the Regional Transportation Planning Committees, the Transportation Partnership Advisory Committee, and the Technical Coordinating Committee.
5. **Procedure for review of impacts resulting from proposed local General Plan amendments that have the potential to influence the effectiveness of adopted Action Plans.** Because the Action Plans will be based on land use assumptions reflecting local General Plans, General Plan amendments may threaten the effectiveness of Action Plan policies. Each of the Regional Committees must develop a process for notification and review of the impact of proposed General Plan amendments, by specifying a threshold size for General Plan amendments that will be subject to review by the Regional Committee. (Committees may choose to also establish a mechanism for reviewing the cumulative impacts of a series of small Plan amendments or the impacts of capital projects and/or redevelopment activities.) In some cases, the review may indicate that the amendment will not affect the ability to attain traffic service objectives. In other cases, revision to the Action Plan or modification of the General Plan amendment may be necessary (see Sections 7.3 and 8.1).



**FIGURE 5**  
**RESPONSIBILITY FOR FUNDING AND PERFORMANCE**  
**OF IMPLEMENTATION TASKS**

Task	Performance	Funding	Schedule Range
<b><u>Program Development</u></b>			8/89 to 11/90
LOS Guide	CCTA <sup>a</sup>	CCTA	
Model Growth Management Element	CCTA <sup>a</sup>	CCTA	
Planning Guide	CCTA <sup>a</sup>	CCTA	
<b><u>Regional Route Action Plan Development and Review</u></b>			4/90 to 12/91
Develop Baseline Conditions	RTPC	CCTA	
Initial Travel Forecasts	CCTA <sup>a</sup>	CCTA	
Select Initial Objectives	RTPC	CCTA	
Coordinate with Other RTPCs	RTPC	CCTA	
Analysis of Potential Actions	RTPC	CCTA	
Select Final Objectives	RTPC	CCTA	
Circulate and Review	RTPC	CCTA	
<b><u>Local Planning</u></b>			8/90 to 1/92
General Plan Review			
Growth Management Element	Local	Local <sup>b</sup>	
Adoption of Growth Management Element	Local	Local <sup>b</sup>	1 year from Model Element
Implementing Programs and Ordinances	Local	Local <sup>b</sup>	
Initial Submittal	Local	Local <sup>b</sup>	
<b><u>Implementation</u></b>			begins 8/91
Continued Travel Forecasting for Regional Routes and Input to Local General Plan Revisions	CCTA <sup>a</sup>	Local/CCTA Annual	
Monitoring of Reporting Intersections	Local	Local	
Findings of Special Circumstances	Local	Local	
Periodic Monitoring and Reporting on Regional Route Action Plans	RTPC	Local/CCTA	
Revision of Action Plans:			
at Local Request	RTPC	Local	
at Authority Request	RTPC	Local/CCTA	

Notes:      <sup>a</sup>Tasks to be performed by CCTA will involve the participation of the Regional Transportation Planning Committees and local jurisdictions.

<sup>b</sup>Uses of local street maintenance and improvement funds for Local Planning tasks will be addressed in forthcoming materials to be published by the Transportation Authority.



6. **Schedule for the Regional Committee and the Authority to review progress in attaining traffic service objectives, and revision of Action Plans as needed.** The Action Plans will represent best efforts to develop projects and programs that will result in progress towards meeting objectives. Because of the difficulty of anticipating program effectiveness, assessment of progress must be scheduled, and an opportunity for revising Action Plans provided. These reviews may coincide with local submittals for the purpose of compliance reporting, but will not be part of the process of determining local compliance. (See Section 8.)

### 3.2 ACTION PLAN PREPARATION

Action Plans will be developed by the Regional Committees in cooperation with local jurisdictions. A separate Action Plan may be prepared for each designated Regional Route, or a Committee may choose to prepare a Master Action Plan. A Master Action Plan will include procedures applying to all Regional Routes in the region, as well as route-specific traffic service objectives and implementation actions.

Action Plan development should be completed one year following adoption of the Model Growth Management Element by the Authority. If jurisdictions participating in the Regional Committee choose to use the Authority's conflict resolution process, an alternative schedule for completion may be needed.

To establish a framework for Action Plan objectives, the Authority will adopt goals for Regional Route performance prior to Action Plan development. Action Plan objectives will be consistent with goals. When combined, the adopted goals and the Action Plans from each of the regions will form the basis of the countywide Comprehensive Transportation Plan called for by Measure C.

Preparation and implementation of the Action Plans will require substantial effort by technical staff and decision-makers. Figure 5 presents a summary of responsibility for performance and funding tasks, noting primary responsibility (see also Figure 9). In most cases, performance responsibilities will be shared. For example, though program development is indicated as a responsibility of CCTA, participation by local staff members and by the Regional Committees has been substantial. Where the RTPC is designated as responsible, work tasks may actually be conducted by individual localities, and coordinated by the RTPC. Where localities and CCTA are identified as jointly responsible for funding, a formula for cost sharing will be developed.



The Action Plans will be based on corridor-level analysis that establishes existing conditions and projected changes in operations. The development of the Action Plans will follow these general steps, summarized in Figure 6. An Action Plan outline and list of products that will be part of Action Plan preparation are included in the appendices.

a. **Work Program**

The development of the Action Plans will require a considerable amount of planning and analysis. During this first task, a program and schedule will be developed, and the Committee will determine whether each of the Regional Routes will be studied and addressed in separate Plans, or whether the approach will be to study the regional facilities collectively.

Work program design will include assigning responsibility for various tasks, and identifying other planning and engineering efforts that are relevant to the work of the Regional Committees. For example, corridor studies to be conducted by the Authority may provide much of the information needed to develop objectives and action policies. Transportation Control Measures being developed by the Metropolitan Transportation Commission in relation to air quality standards are also relevant, as are the State's new requirements for Congestion Management Programs.

During preparation of the Work program, a determination should be made of the format and timing of interregional cooperation during Action Plan preparation. This outline and the Model Work Program for Action Plan preparation prepared by the Authority describe times when cooperation will be necessary. Possible formats for cooperation include joint (i.e., interregional) RTPC TACs, joint sub-committees of RTPC members, or discussions and decision-making at joint meetings of the full RTPCs.

b. **Base Line Conditions**

**Analysis of Five-Year and Buildout (20-Year) Travel Forecasts**

Existing traffic data will be collected and analyzed to establish a shared understanding of operations on Regional Routes and to provide a starting point for developing objectives. Data to be collected may include:

1. Intersection, ramp, weaving and mainline levels of service;



2. Travel times and intersection delays;
3. Average auto occupancy;
4. Existing transit service and use;
5. Existing land use;
6. Approved development;
7. General Plan land use designations and buildout potential; and
8. Capital improvements planned by local agencies, Caltrans, BART, or CCTA.



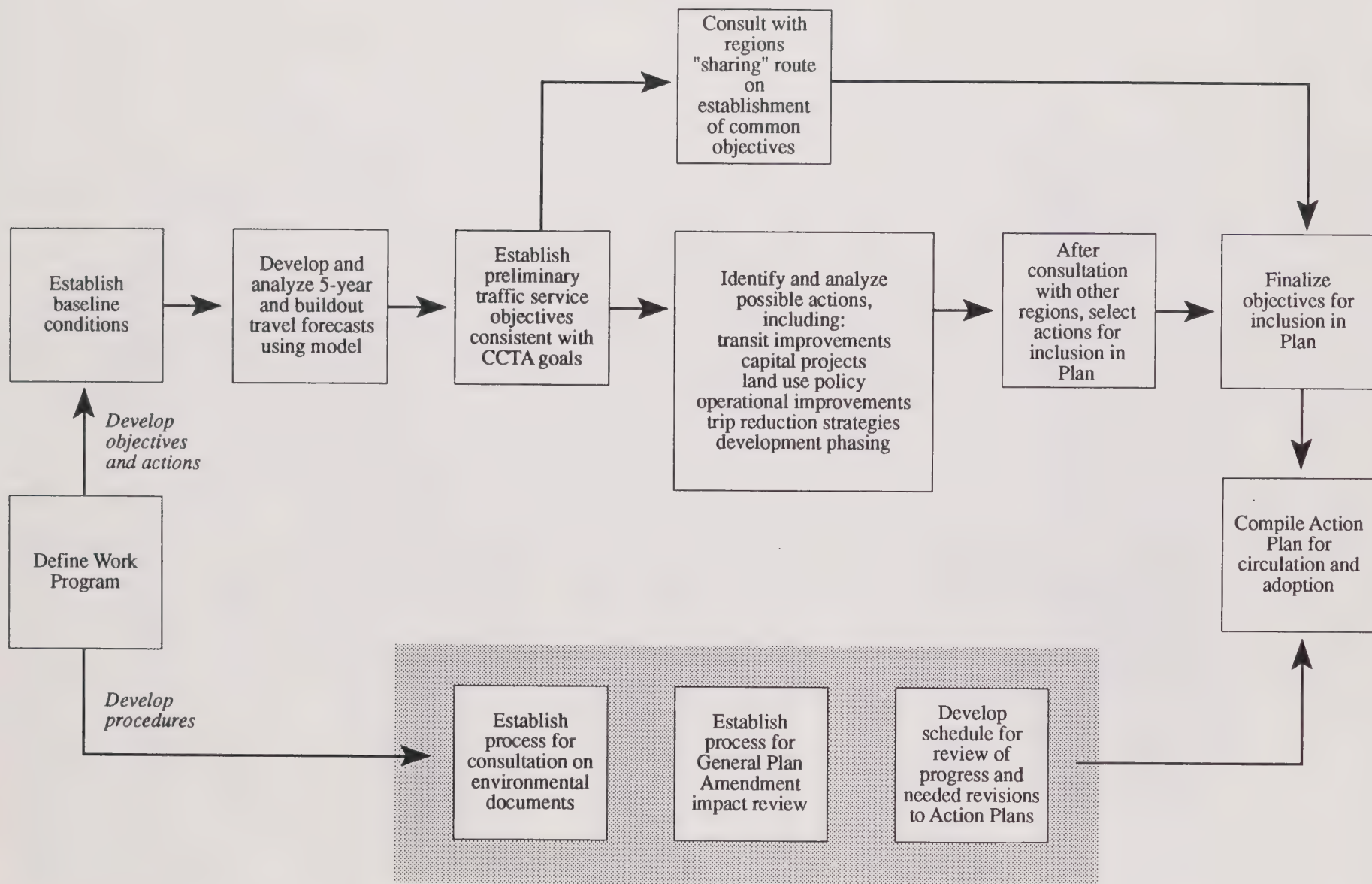


Figure 6

## Action Plan Development

*Actions to be taken by each RTPC except as noted*



Short-term (five-year) and buildout (20-year) travel forecasts will provide information on future conditions under current policies, and will help to identify the focuses for planning efforts in each of the regions.

c. **Preliminary Objectives**

Quantified traffic service objectives are a required component of Action Plans. Objectives can be stated using various measures of effectiveness, such as travel time, average auto occupancy or transit patronage. Each objective will be quantified and will include a target date for attainment. The objectives should reflect the nature of Action Plan policies. For example, an adopted objective might be: "By 1992, reduce the number of vehicles using the Regional Route during the peak hour by 10 percent." Actions corresponding to this type of objective might include construction of a park-and-ride lot, creation of high-occupancy vehicle (HOV) lanes, and implementation of a focussed TSM/TDM program.

Ideally, traffic service objectives would envision an improvement in operations. In some cases, however, objectives may seek a maintenance of current service levels (a non-degradation standard such as a policy to maintain a 20-minute travel time on a specified road segment over the next five years). In the worst case, where projections now indicate significant deterioration, a Committee might choose to adopt an objective to limit the rate of degradation.

During the development of preliminary objectives, Regional Committees that share designated Routes of Regional Significance should meet to coordinate their planning efforts. The Action Plans adopted for different portions of the same Route should have the same objectives.

d. **Action Policies**

Evaluation of candidate action policies will be based on the evaluation of baseline conditions and projections of future conditions assuming approved development, improvements in adopted capital improvements plans, and planned development consistent with local General Plans and should take into account environmental and financial considerations. Travel demand forecasts will be prepared using the Authority's computer model.



Since action policies are to be implemented by the local jurisdictions, each locality should determine actions that it will take. These will be included in the Action Plan, consistent with preliminary objectives. In some cases one action will be suitable for implementation by several or all jurisdictions, and acceptable to all. In others, actions may be unique to a single jurisdiction. As part of the Action Plan development process, specific actions to improve traffic conditions on the Routes of Regional Significance will be considered for adoption. Many action policies, especially those related to land use, will require subsequent amendments to local General Plans.

Examples of actions to be analyzed for feasibility and effectiveness include:

#### **Land Use Policy**

- 1 Modify allowable densities for newly developing areas or areas where redevelopment is anticipated
- 2 Change distribution of planned land uses (new or redeveloped) to reduce impacts on Regional Routes
- 3 Prohibit urban expansion in specified geographic areas
- 4 Condition development approvals on progress in attaining traffic service objectives

#### **Capital Projects**

- 1 Construction of new roads or transit facilities
- 2 Street or freeway widening
- 3 HOV lane construction
- 4 Adding turn lanes

#### **Operational Improvements**

- 1 Traffic signal coordination
- 2 Ramp metering
- 3 Revisions to transit routes and schedules
- 4 Augmentation of bus service on Regional Routes

#### **Trip Reduction Programs**

- 1 More stringent TDM requirements within corridor
- 2 Focused ridesharing campaigns
- 3 Parking limitations and charges



### **Institutional and Intergovernmental Programs**

- 1 Coordinated efforts to attract State and Federal funding for projects in the County
- 2 Communication and cooperation with jurisdictions in adjacent counties

The action policies will be studied and selected during two separate works tasks. In the first task, a wide range of possible actions will be devised and screened. Their relative effectiveness and feasibility will be described in a memo to be used as a basis for discussion of cross-regional and countywide implications with regions sharing regional routes. Following discussions with other regions, the RTPC preparing the Action Plan will select a smaller list of actions for further analysis. More in-depth analysis will then be conducted, with results to be discussed with other regions prior to finalizing Traffic Service Objectives and selection of actions for inclusion in the Action Plan.

Following evaluation of action policies, traffic service objectives will be finalized. The adopted objectives should be consistent with the actions, i.e., it should be reasonable to expect that if actions are implemented, the objectives will be achieved.

#### **e. Procedures**

In addition to including traffic service objectives and action policies, the Action Plans must include three sets of procedures, defining:

- 1 Requirements for consultation on environmental documents;
- 2 Requirements for the review of impacts of local General Plan amendments that may threaten the effectiveness of Action Plans; and
- 3 A schedule for review by the Regional Committee and the Authority of progress in attaining objectives.

See items 4, 5, and 6 in Section 3.1 for discussion of these procedures.



### 3.3 REVIEW, ADOPTION AND REVISION OF ACTION PLANS

The Action Plan process relies on planning by the Regional Committees, consistent with Measure C, which notes that jurisdictions will "cooperate in easing cumulative traffic impacts ... through the Regional Transportation Planning Committees." This emphasis on the regions must be reconciled with the fact that the nature of the roads for which planning is being conducted is to serve travel to and from all parts of the County. This is reflected by inclusion in the Action Plan review and adoption process all jurisdictions in the County through the Regional Committees. The review, adoption and revision process for Action Plans is expected to take not more than 120 days. The process is summarized in Figure 7 and described below.



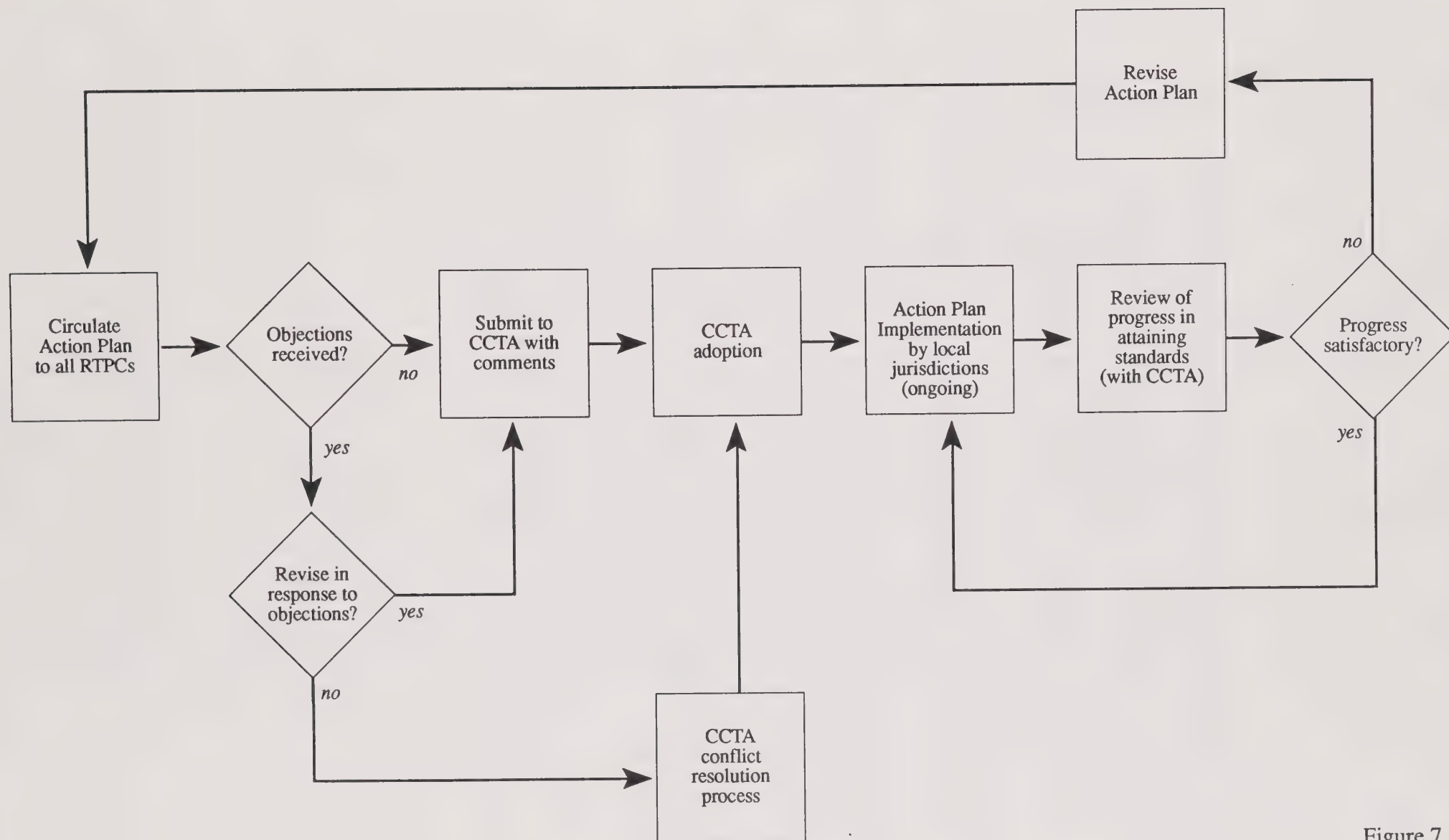


Figure 7

## Circulation, Review and Adoption of Action Plans

*Note: The Conflict Resolution Process may require additional circulation and comment on proposals.*

*Actions to be taken by each RTPC except as noted*



- a. **Proposed Action Plan is circulated to all other Regional Committees.**

Some circulation of proposed policies will have occurred during development of the Action Plans in order to establish common objectives for Regional Routes connecting two or more regions. Circulation of the Proposed Action Plans will be after full agreement on the Plans is reached in the originating Regional Committee.

- b. **Each Regional Committee is asked to comment on proposals, clearly identifying those proposals which it opposes and seeks to have changed by the originating Regional Committee.**

Because their responses will influence the approval process, Regional Committees are asked to clearly differentiate between policies that are supported, those that are not supported but not strongly opposed, and those that are strongly opposed.

- c. **The originating Regional Committee modifies its proposed objectives and action policies as appropriate following receipt of comments by other committees, and submits its proposal with comments from other committees to the Authority.**

The Regional Committee may choose not to respond to comments received, but to allow the Authority, through its conflict resolution process, to determine what policies should prevail. Direct communications between Regional Committees, through joint meetings or other forums, will be helpful in preparing revisions.

- d. **The Authority acts on proposed objectives and action policies.**

In cases where consensus has been reached among members of the Regional Committee and no other Committee has expressed objections to any of the policies, the Authority will accept the objectives and action policies as proposed. Where other committee(s) oppose some portion of the Action Plan, the Authority will determine which objectives and action policies are to be included as conditions of compliance with the Growth Management Program.

- e. **Local implementation of objectives and action policies adopted by the Authority and the Regional Committees become conditions of local compliance with the Growth Management Program. (See Section 8 for greater detail.)**



Compliance is tied only to local implementation of action policies. One locality cannot be judged ineligible for Local Street Maintenance and Improvement Funds because of the unwillingness of another locality to participate in the process.

- f. **Consistent with the Schedule for Revision in the adopted Action Plan, the Regional Committee and the Authority will periodically review progress in attaining objectives.**

The review will be initiated by the Regional Committee and submitted to the Authority. It will be based on data from monitoring of conditions on the Regional Route.

- g. **If satisfactory progress is observed by the Regional Committee and the Authority, implementation of the adopted Action Plan will continue. If progress has not been satisfactory, a revision of the Action Plan will be necessary. The revision process will require circulation and submittal of the proposed Action Plan.**
- h. **Revision of Action Plans may be necessitated by General Plan Amendment(s) that would reduce the effectiveness of Action Plan policies. Revisions to Action Plans will be subject to the circulation, review and adoption process depicted in Figure 7.**

Action Plan revisions should not result in a "watering down" of Traffic Service Objectives. Revisions may increase local commitments to actions needed as a result of General Plan amendments, or otherwise modify the approach to be taken to meeting objectives.







Section Four

**LEVEL OF SERVICE STANDARDS  
FOR BASIC ROUTES**

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## **4      LEVEL OF SERVICE STANDARDS FOR BASIC ROUTES**

Measure C requires the adoption of traffic Level of Service (LOS) standards keyed to types of land use and the application of standards in the General Plan and capital improvement planning process. This section defines the concept of Level of Service and describes how each jurisdiction is to apply standards for Basic Routes.

### **4.1      THE CONCEPT OF LEVEL OF SERVICE**

The Growth Management Program uses traffic Level of Service (LOS) as the indicator of the success of congestion relief measures for Basic Routes. These measures may include land use changes, traffic engineering projects or demand management strategies. Level of Service measurements quantify qualitative traffic conditions. Variation in Level of Service indicates variation in a number of factors that affect driving conditions, including speed, travel time, and freedom to maneuver.

#### **Definition and Application of Level of Service**

Level of Service relates measured traffic volumes or projected traffic demand to the capacity of a facility. Level of Service at signalized intersections can be related to a volume to capacity (v/c) ratio or vehicle delay. Letter designations A through F are used to describe traffic operations generally, with each designation denoting a range of v/c measurements. LOS A represents free flow conditions, and LOS E represents conditions at or near capacity. In many urban areas, LOS D during the peak hour is commonly used as a design standard for new facilities, in recognition of the high financial and environmental cost of meeting demand during times of peak traffic flow.

LOS F describes conditions where demand exceeds capacity. Though LOS F is actually observed only in conditions of extreme congestion, projections of future conditions frequently forecast operations at LOS F. Such projections indicate a need to either plan for increased system capacity or to reduce vehicle travel demand on that part of the system.

The letter designations express the intensity characteristics of traffic operations by comparing the magnitude of traffic volumes relative to capacity. Another aspect of traffic operations is duration, reflecting the length of time during which particular intensity characteristics prevail. Some cities have chosen to adopt standards that address both intensity and duration. For example, "Strive to maintain traffic LOS C or better as the standard at all



intersections with LOS D during no more than three hours of the day." (San Ramon General Plan.) Measure C is silent on the issue of duration.

### **Measurement and Projection of Level of Service**

LOS is normally calculated for the hour of the day when demand is greatest. Decisions must be made about both the time of day when measurement is to be conducted, and the duration of the measurement. Because traffic fluctuates significantly during the day, and even during the peak hour, these choices can influence results. The *Technical Procedures* published by the Authority address these and other measurement issues.

Implementation of LOS standards will require both measurement of actual conditions and projections of future intersection operations. Determination of existing conditions is relatively straightforward. Traffic volumes can be counted directly, and measured against facility characteristics affecting capacity in order to calculate the Level of Service.

Projection of future traffic conditions requires considerable information relating to future travel demand and to changes that affect facility capacity. In order to make projections, information must be available about future land use, the future road network, and about anticipated travel behavior. Usually land use and road network information comes from local sources such as General Plans. Land use information is commonly described in terms of population and employment, while the street and highway network is described as a series of intersections (nodes) and segments (links). By contrast, travel behavior, including the choice of transportation mode, is generally forecast using mathematical equations that are validated by comparison with actual measurements. The requirements of forecasting highlight the relationship between land use and transportation planning.

## **4.2 DEFINING STANDARDS FOR BASIC ROUTES**

Each jurisdiction will adopt standards for intersections on Basic Routes consistent with Measure C's provisions. As of October, 1989, more than half of the jurisdictions in the County had adopted traffic Level of Service standards as General Plan policies. At the start of 1990, all of the jurisdictions passed a resolution adopting interim application of Level of Service standards as Stage I in the implementation of the Growth Management Program.



Measure C relates LOS standards to five different land use types. To identify the standard to be applied to different locations or areas, each jurisdiction must prepare a map, list or correspondence table based on analysis of land use type and road function. The approach to application of the standards will depend in part on whether LOS standards have already been put into place in the General Plan.

### **Jurisdictions with General Plan LOS Standards**

Jurisdictions with General Plans that include traffic Level of Service standards need to compare the application of their adopted standards with the approach specified in Measure C. Because the Measure permits standards that are more stringent than those specified, and because jurisdictions are responsible for determining the application of standards, the system is flexible. The determination of whether standards need revision is to be made by the jurisdiction without review by the Authority. The establishment of standards that adhere to the policies of individual jurisdictions as well as to Measure C is central to successful implementation of Level of Service standards.

Based on an October 1989 review of local plans, three different local approaches are summarized here, accompanied by comments relating to review for consistency with the provisions of Measure C. Revisions of adopted standards will require analysis of General Plan consistency, as described in the *Guide to Local Planning and Growth Management*.

1. **Standards adopted (or in draft form) that explicitly recognize Measure C's requirements (examples include Antioch and Contra Costa County)**

Following passage of the Measure, but prior to publication of implementation documents by the Authority, several jurisdictions have sought to incorporate Measure C's requirements into Plans undergoing revision. In these cases, a review of adopted policies should examine consistency with the approach described below and with questions in the Checklist for Compliance Reporting (Section 8).

2. **Standards applied throughout the locality, sometimes on specified road types (examples include Hercules, Lafayette, and Danville)**

Jurisdictions using this approach need to assess whether there are any cases in which the adopted standard is less stringent than that specified in Measure C. For example, several localities have an adopted standard of LOS D on collector and arterial streets. If all collector and arterial streets are determined to be in areas characterized by suburban, urban or CBD land uses, the



adopted standard is consistent with the Measure. On the other hand, if the character of surrounding areas and the character of the road is rural or semi-rural, the standard for some areas would have to be revised.

### **3. Standards based on road type (examples include Walnut Creek and Concord)**

Some jurisdictions have elected to base standards on road type, specifying, for example, different Level of Service standards for collector streets, minor and major arterials. Because street functions often reflect the character of surrounding development, this approach is likely to be largely consistent with Measure C. However, review of adopted standards should be undertaken to assure that a standard is clearly stated for each signalized interchange (for example, which standard prevails at an intersection of a collector and a major arterial) and to consider whether reliance on street type has in any instances resulted in a standard inappropriate in relation to surrounding land uses. This judgment is to be made by each of the jurisdictions.

#### **Jurisdictions with no LOS standards in the General Plan**

All of the jurisdictions in the County have prepared a map or table of land use types as part of Stage I implementation of Level of Service standards. These maps may be retained and incorporated into the standards to be included in General Plan Growth Management Elements, or may be revised.

#### **Preparing a Map, List or Table**

A map, list or table correlating LOS standards A through F with the land use categories listed in Measure C must be prepared to show where each of the standards is applied. Land use type designations should be compatible with General Plan land use designations and should reflect the functional characteristics of intersecting streets. Appendix A of Measure C provides guidelines relating to intensity of development, population and employment. Application of these guidelines will most reasonably be combined with an analysis of intersection types. For example, intersections of two arterial streets would normally be designated as urban or central business district, while intersections of collector and local streets would normally be designated as suburban or possibly semi-rural.

Because of the emphasis on applying Level of Service standards at intersections, maps may depict nodes where certain standards apply, rather than delineating broad areas.



In preparing the map or table, Routes of Regional Significance are to be excluded from designation based on land use type. As described in Section 2, designation and standards for Regional Routes are to be developed by Regional Committees and accepted by the Authority. This process will need to occur on a schedule that meets the needs of each jurisdiction in developing local standards.







Section Five

FINDINGS OF SPECIAL CIRCUMSTANCES:  
BASIC ROUTES

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## **5 FINDINGS OF SPECIAL CIRCUMSTANCES: BASIC ROUTES**

Findings of Special Circumstances are to be made by local jurisdictions and the Authority in cases where a Basic Route intersection exceeds adopted standards and standards will not be met following implementation of the adopted five-year CIP. Findings will allow localities to be in compliance with the Growth Management Program despite an inability to meet standards at individual locations. There will still be a local obligation to attempt to reduce congestion, but compliance will not depend on attainment of the adopted LOS standard.

### **5.1 PROCESS FOR MAKING FINDINGS OF SPECIAL CIRCUMSTANCES**

Findings will be made only for intersections that are on Basic Routes, i.e., locations that are not on designated Routes of Regional Significance. Findings are to be made for individual intersections. Unless subsequent action to rescind or amend Findings is taken by both the local agency and the Authority, Findings will remain in effect.

The process for making Findings of Special Circumstances and establishing related conditions of compliance is summarized in Figure 8 and described below.

- a. **The jurisdiction, through planning studies or project-level traffic impact analysis, identifies a location for which Findings are needed.** This is a signalized intersection on a Basic Route where actual operations violate adopted standards and where projections indicate that implementation of CIP projects will not result in attainment of the standard adopted in the General Plan. One or more of the criteria described in Section 5.2 prevent implementation of mitigation measures that would result in achievement of standards.
- b. **The jurisdiction, through resolution or other action, makes a Finding of Special Circumstances recognizing conditions at the intersection and the inability to meet standards.** The process for making Findings will be referenced in the local General Plan Growth Management Element as part of the implementation program for LOS standards (see the *Model Growth Management Element* for sample policies).



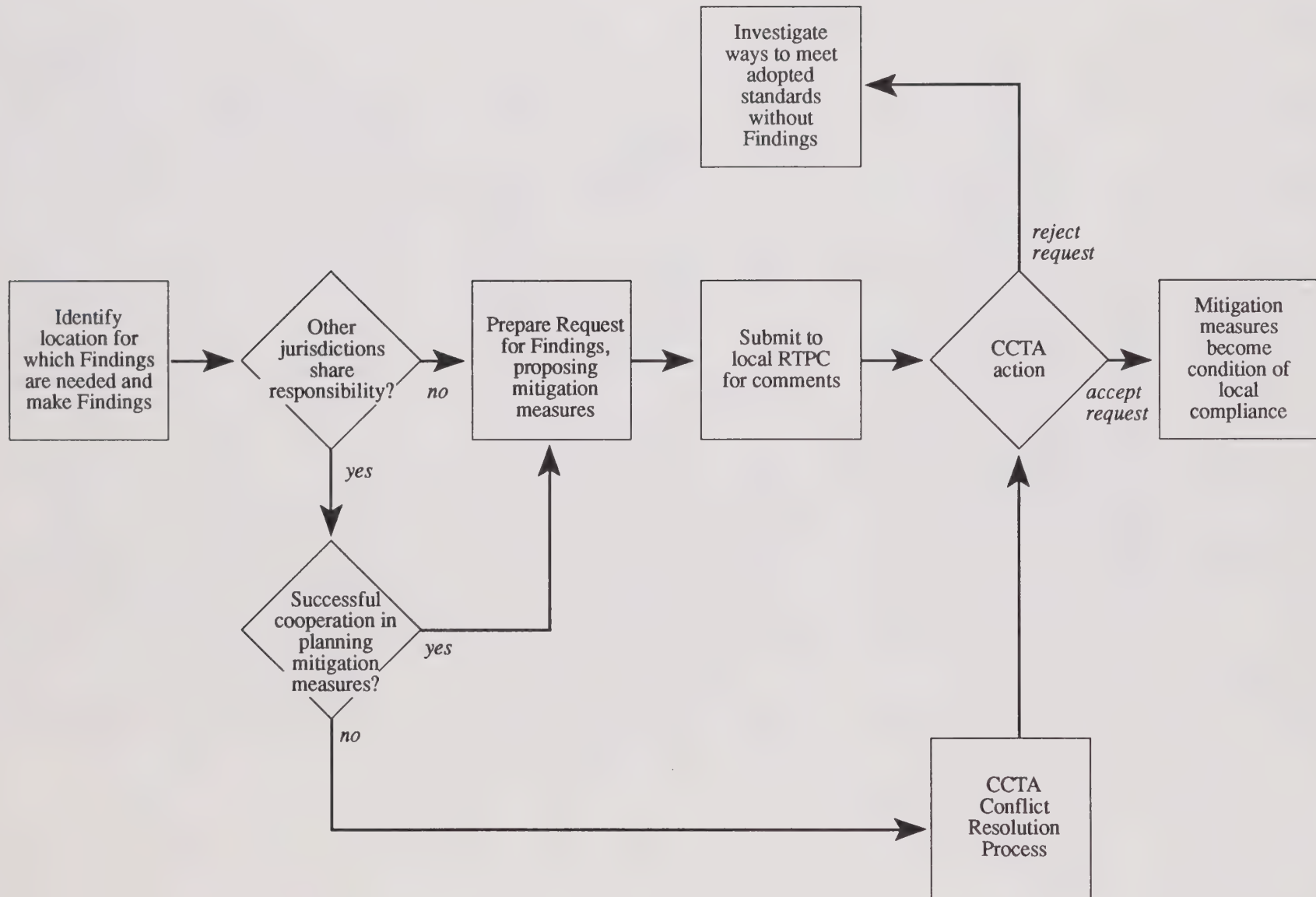


Figure 8

## Process for Making Findings of Special Circumstances

*Actions to be taken by locality except as noted*



- c. **If conditions are believed to be heavily influenced by activities in another jurisdiction, that locality will be asked to participate in exploring possible mitigation measures and making commitments to implement them as conditions of compliance with the Growth Management Program.** The request and subsequent cooperation may take place in the forum offered by the Regional Committee or on an ad hoc basis.
- d. **A request for Findings of Special Circumstances is prepared by the jurisdiction(s) involved.** The request explains the reasons Findings are necessary and describes proposed mitigation measures. The jurisdiction requesting that the Authority make Findings is responsible for proposing mitigation measures. The mitigation measures may be at other locations on the street network that will improve overall conditions (e.g. improving a parallel route to reduce demand at the intersection. Another approach would be to establish as mitigation continuation of activities already underway to relieve congestion at the intersection (e.g. operation of a downtown shuttle bus).

In cases where detailed study is required to identify appropriate measures, the request may propose that the Authority make participation in such a study a condition of compliance. A time line for completion of the study should also be proposed.

- e. **The request is submitted to the Regional Transportation Planning Committee for review and comment, and then to the Authority as part of submittal of the annual compliance checklist. The request must be accompanied by an explanation of the reason(s) Findings are necessary and a description of proposed mitigation measures.** The jurisdiction submitting the request should identify any other localities that have participated or declined to participate in the process of planning for and implementing mitigation measures.
- f. **If the Authority is satisfied that Findings are justified based on the criteria described in Section 5.2 of this Guide, Findings of Special Circumstances are made.** The Authority's action indicates that attainment of adopted standards at the intersection is no longer a condition of compliance with the Growth Management Program.



- g. **Accompanying the Findings of Special Circumstances will be approval by the Authority of mitigation measures to be implemented as a condition of future compliance with the Growth Management Program.** The program is to be based on the measures proposed by the locality, but may be modified based on agreements following discussion with the Authority and its staff. An alternative to specification of mitigation measures as a condition of compliance is requiring further study of the intersection to identify mitigation measures for later implementation. In such a case, the jurisdiction(s) may be required to report to the Authority on the conclusions of the study.
- h. **At any time after Findings of Special Circumstances are made, the jurisdiction may rescind its Findings and request that the Authority do so as well, thereby reinstating applicable standards.**
- i. **In cases where conditions cannot be agreed upon by the jurisdiction(s) involved, the Regional Transportation Planning Committees or the Authority, unresolved questions will be addressed through the conflict resolution process established by the Authority.**

## **5.2 CRITERIA FOR FINDINGS OF SPECIAL CIRCUMSTANCES**

The need for Findings of Special Circumstances will arise based on projections of intersection operations. For the Authority to grant Findings some additional criteria also must be met. Findings must be based on evidence that compliance is an unreasonable expectation -- Findings should not be used as a method to excuse localities from making feasible transportation improvements, modifying intersection operations, or making amendments to land use plans.

The central question relative to implementation of LOS standards is in which cases and to what extent a local jurisdiction may determine that other goals are more important than Level of Service standards, but still be judged by the Authority to be in compliance with the Growth Management Program. This question will be answered by the locality and the Authority on a case-by-case basis as determinations on Findings are made.

### **High Proportion of Through-Traffic**

If a high proportion of traffic does not have a local origin or destination, it is particularly difficult for the locality to control intersection Level of Service. Where effective mitigation measures are not available, it may be counter to the objectives of Measure C to rule that the locality is



out of compliance with the Growth Management Program. In cases where through-traffic is the basis for Findings, it is expected that more than one jurisdiction will be involved in developing and implementing mitigation measures as conditions of compliance.

#### **Inability to Fund Improvements Required to Bring Facility into Compliance**

The Growth Management Program is designed to assist localities in funding improvements. However, where individual improvements are so costly as to prevent mitigation at other locations, Findings of Special Circumstances may be warranted.

#### **Impacts to Environment and Neighborhood Character in Conflict with General Plan Policies and Objectives**

Improvements to operations at signalized intersections can come about through reductions in traffic volumes, increased intersection capacity, or both. Reductions in traffic volumes are sought through land use and TSM/TDM measures, but results are particularly difficult to project because they rely on changes in individuals' travel behavior. Improvements that increase intersection capacity can be reliably implemented, but they can also be highly disruptive.

From removal of bike or parking lanes to demolition of buildings, the consequences of capacity increases may be locally unacceptable. Even where improvements are feasible, they may be undesirable because of the resulting nature of the facility. For example, some communities may perceive eight- or six-lane arterials as contributing to a hostile environment for pedestrians and giving paved surfaces a too-prominent place in the visual environment. Others may object to smaller facilities. Community views on these and related issues should be expressed in the General Plan.

Arguments such as these may justify Findings of Special Circumstances that permit a locality to decide against expanding capacity. However, the locality will be expected to demonstrate that an attempt has been made to avoid violation of standards through implementation of land use and TSM/TDM measures, and to cite General Plan policies that support the request for Findings.



**Conflict with Economic Development or other Local Objectives  
Included in the General Plan**

In some locations, compliance with standards may be seen as an impediment to local economic development, provision of affordable housing, or other community objectives. Reasons might include necessity of delaying development projects in order to complete capital improvement projects, or adding to the cost of housing by requiring extensive on- and off-site mitigation. General Plan policies articulating these other objectives should be cited in a request for Findings.



## Section Six

# DECISION-MAKING AND CONFLICT RESOLUTION

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## **6 DECISION-MAKING AND CONFLICT RESOLUTION**

The *Administrative Procedures Manual* includes a description of the decision-making and conflict resolution process to be used in the Growth Management Program. The process is based on three principles:

1. Resolution of conflicts, and decision-making on a consensus basis at the regional level is encouraged.
2. Where Regional Committees are unable to resolve disputes, the CCTA will make a determination based on statements by the parties involved. When determining compliance with the requirements of the Growth Management Program, the CCTA will look for evidence of good faith effort by localities, including evaluation of alternative proposals, to address the problems at issue.
3. The conflict resolution process may be used at any point during implementation of the Growth Management Program. The CCTA will make determinations of compliance for the purpose of allocating Local Street Maintenance and Improvement Funds. It cannot preempt local land use decisions or require cities to accept unwanted construction projects. Compliance will not require any city, town or the County to accept programs that create a fundamental conflict with the community's socioeconomic or environmental character.

### **6.1 REGIONAL COMMITTEE DECISION PROCESS**

Policies decided upon at the regional level will develop consistent programs across city boundaries, and will also assign responsibility for specific implementation actions to individual localities. To effectively serve as the link between local jurisdictions and the Regional Committees, members must be confident that Action Plan objectives are locally acceptable, and that specified actions can be successfully implemented. Committee members should not be expected to work with their council/board in order to implement proposals they have opposed at the regional level.



Because of the importance of support for the Action Plans by all members of the Regional Committees, the Committees should act on a consensus basis. Ideally, this means that Plans will not be finalized and circulated for review and Authority action unless all members of the Regional Committee support, or at a minimum, accept the proposed Action Plans. However, in cases where the Regional Committee cannot reach consensus, the conflict resolution process established by the Authority offers an alternative. Depending on the nature of the conflict within the Regional Committee, the conflict resolution process may result in an arbitrated decision which must be adhered to by member jurisdictions in order to be considered in compliance with the Growth Management Program, or requirements for further work by the Committee.

## **6.2 CONFLICT RESOLUTION AS PART OF THE ACTION PLAN REVIEW PROCESS**

The Action Plan review process provides the opportunity for all Regional Committees to comment on proposed Action Plans developed by other Regions. In cases where no objections to proposals are received, or where the originating committee revises its proposals in response to objections, the proposed Plan will be submitted to the Authority for adoption. In cases where objections from other Regional Committees are not accepted by the originating committee, the conflict resolution process will be used. Again, the process and outcome will vary in response to the particular situation.



## Section Seven

# TOOLS AND PROCEDURES

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## **7 TOOLS AND PROCEDURES**

### **7.1 OVERVIEW OF SECTION 7**

Two key features of the Growth Management Program are Level of Service standards on Basic Routes and Action Plans for Routes of Regional Significance.

The Level of Service standards for Basic Routes will be established through local General Plan policies and continually monitored through traffic impact analysis conducted locally. These policies will be applied during General Plan revision and the review of individual development applications. Action Plans for Routes of Regional Significance will be developed by the Regional Transportation Planning Committees. Implementation of these programs will be accomplished through policy actions taken by local jurisdictions and other agencies.

This section provides a description of the tools and procedures that will be used in the initial development of the General Plan Growth Management Elements and Action Plans for Regional Routes, and in continuing planning. It provides an overview of the transportation planning process described in the previous sections of this Guide. More detailed technical background and instructions for use by technical staff and consultants are provided in the *Technical Procedures*.

Each section below describes the tools and procedures for a specific part of the implementation process relating to transportation planning. Responsibility for some tasks is assigned to local jurisdictions, others to the Regional Committees, and still others to the Transportation Authority. These responsibilities are summarized in Figure 9.

### **7.2 INITIAL TRANSPORTATION PLANNING ANALYSIS**

Initial transportation planning includes two main activities: development and adoption of the General Plan Growth Management Elements by local jurisdictions, and development of Action Plans for Routes of Regional Significance by the Regional Transportation Planning Committees. The Transportation Authority is making a major investment in travel demand forecasting models which are the primary tools for these activities.



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**FIGURE 9**  
**RESPONSIBILITY FOR TRANSPORTATION PLANNING**  
(See also Figure 5)

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**Initial Analysis**

Travel Model development	CCTA
General Plan development	Local
Action Plan preparation	RTPC

**Continuing Planning**

Traffic Impact Analysis	Local
Consultation on Environmental Documents (see Figure 11)	Local
General Plan Amendments	Local
Review of General Plan Amendments to evaluate consistency with Action Plans for Regional Routes	RTPC
Submittal of Compliance Checklist	Local
Annual compliance evaluation based on Checklist	CCTA

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## **Travel Demand Forecasting Models**

Initial transportation analysis will rely to a large extent on output obtained from travel demand forecasting models. The models will provide the best indication of the traffic and transit impacts of General Plan policies. The models will provide projected future traffic volumes on key roadways. Using these volumes, the jurisdiction will evaluate the continuing ability of Basic Routes to meet Level of Service Standards.

The model projects future peak-hour and daily travel behavior based on anticipated land uses, the capacity of available streets and highways, and changes in demographics. The model actually includes two parts. One part is designed to predict automobile traffic on the street and highway network. The other is designed to predict the choice of travel mode, including transit and ridesharing.

Each jurisdiction will be required to provide data for use in the modelling effort. The required data will include existing, proposed, and planned land uses in terms of dwelling units and square footage of commercial and industrial floor space. In some jurisdictions, a substantial amount of work will be required to provide data to be used in the model.

The model will provide daily and peak-hour travel forecasts on each road segment. It will also estimate turning movements at signalized intersections to facilitate the evaluation of Level of Service on the more heavily travelled Basic Routes. Because of its regional nature, the model will not be capable of forecasting turning movements on less-travelled Basic Routes, which would best be analyzed using hand calculations or locally developed micro models. Transit and high-occupancy vehicle (HOV) demand can be estimated by the model, but would need verification from other sources such as actual ridership and transit agency projections.

The model's level of accuracy is measured and enhanced through a process called validation. In essence, the model is first developed for the current year (1990), and the model outputs are then compared with actual traffic counts. Depending on how well the model duplicates field conditions, adjustments to certain model parameters, such as the locations where trips are loaded onto a road segment, are made.

The model is considered validated when it can predict, within acceptable levels of accuracy, traffic volumes and transit ridership that resemble current field conditions. Once validation has been completed, forecasted land use, road network, and demographic data are input, and the model calculates future traffic volumes and transit ridership.



The travel demand forecasting models will be valuable planning tools. However, while they will be very good in some applications, they will be inappropriate for others. Examples of both types of applications are shown in Figure 10. In any case, the model results will need to be frequently checked for reasonableness based upon a comparison with existing counts, regional forecasts, and manual calculation techniques.

### **Use of the Model in General Plan Development**

Local compliance with the Growth Management Program requires that transportation analysis establish that all signalized intersections on Basic Routes within the jurisdiction can reasonably be expected to meet Level of Service standards adopted in the General Plan Growth Management Element. The travel demand forecasting model will be only one of the tools used to develop and test General Plan policies. The model can be used to:

- 1 "Balance" proposed land uses to reflect available transportation infrastructure;
- 2 Evaluate the relative impacts of alternative types and intensities of land uses;
- 3 Estimate the impact of through-traffic generated from and/or destined for locations in other jurisdictions; and
- 4 Permit the evaluation of the impact of major roadway or transit improvements on travel behavior and impacts of major land use changes.



**FIGURE 10**  
**EXAMPLES OF APPROPRIATE AND INAPPROPRIATE MODEL APPLICATIONS**

Appropriate Applications	Inappropriate Applications
Assessing traffic impacts of changes in General Plan land uses.	Evaluating impacts of small- to medium-size development.
Assessing traffic impacts of a new roadway.	Evaluating impacts of a new right-turn lane at an intersection.
Estimating through-traffic in a corridor.	Evaluating through-traffic at an intersection.
Estimating regional changes in transit ridership.	Estimating the potential for casual carpooling at an existing transit station.
Estimating changes in travel patterns over time.	Quantifying shift of congestion within longer peak period.



## **Use of the Model in Developing Action Plans for Routes of Regional Significance**

The Action Plans for Routes of Regional Significance will be developed by the Regional Transportation Planning Committees (RTPCs). They will include traffic service objectives based on an evaluation of existing, near-term, and long-range conditions. This will require that data be collected for the existing condition and that travel forecasts be developed for both future conditions. The near-term condition will reflect a five-year planning horizon and will include all approved development that has not been constructed. The long-range conditions will reflect reasonable assumptions regarding anticipated development given General Plan policies and anticipated market conditions, normally within a 20-year planning horizon.

The model will be the primary tool for establishing the traffic service objectives and testing selected policy actions. The model can be used to develop estimates of through-traffic, future local traffic demand, travel times, average auto occupancies and transit ridership. However, some types of policy actions will not be evaluated using the model. For example, the traffic impacts of adding a right-turn lane at an individual intersection cannot be accurately described by the model. Alternative analysis methods would be more appropriate for this type of improvement. On the other hand, evaluation of the impacts of a major new arterial street or highway segment (e.g., Richmond Bypass) can be effectively evaluated using the model.

### **7.3 CONTINUING PLANNING**

Once the Growth Management Program has been adopted and each jurisdiction's General Plan has been updated, there will be a need for continuing planning in four areas:

- 1 Development Review;
- 2 Compliance Monitoring and Reporting;
- 3 General Plan Updates and Amendments; and
- 4 Action Plan Monitoring and Updates.

#### **Procedures for Traffic Impact Analysis During Development Review**

Each jurisdiction's General Plan Growth Management Element will include Level of Service standards for signalized intersections on Basic Routes.



Local jurisdictions will monitor compliance with standards as part of the review of individual development applications. Inability of a project to meet the established standards may be grounds for project denial or require modification of the proposed project. Though adoption and monitoring of standards will be a local responsibility, the tools and procedures used for monitoring will be uniform. These are summarized here and described in detail for engineers and planners in the *Technical Procedures*.

The most important part of continuing planning for the purpose of implementing Level of Service standards is the use of traffic impact analysis at the local level. Traffic impact analysis will be used to evaluate the ability to meet standards; to aid in capital improvement programming; and to design appropriate on- and off-site mitigation measures. In some cases, mitigation measures may be needed in neighboring jurisdictions. In order to ensure that these can be successfully implemented, the jurisdiction considering the development application should coordinate its efforts with the other affected jurisdiction(s).

Traffic impact analysis will be required for all developments expected to generate 100 or more vehicle trips during the peak hour. Examples of the types and sizes of projects that would require a traffic impact analysis are provided in Figure 11. Each jurisdiction can choose how to integrate the analysis into its planning review process. In most cases the traffic impact analysis will probably be part of the environmental review process. The only requirement for traffic impact analysis reports to be circulated to other jurisdictions is when they are incorporated into environmental documents subject to consultation requirements established by State law or Action Plan policies (see Figure 12).

The traffic analysis will be conducted at all intersections where significant impacts are anticipated. Intersections selected for analysis may include locations on Routes of Regional Significance and/or on Basic Routes. The analysis will include intersections in other jurisdictions if they are expected to be impacted by the proposed project's traffic.



**FIGURE 11**  
**EXAMPLES OF DEVELOPMENTS**  
**MEETING THE 100 PEAK-HOUR TRIP THRESHOLD<sup>1</sup>**

DEVELOPMENT	APPROXIMATE SIZE	COMMENTS
Single Family	100 units	
Condominium	180 units	
Apartments	150 units	
Hotel	140 Rooms	
Fast Food Restaurant	40,000 square feet <sup>2</sup>	(Would include some but not all fast food restaurants)
Shopping Center	14,000 square feet <sup>2</sup>	(Represents very small center)
General Office	20,000 square feet	(Represents small office building)

Notes: 1. Source ITE Trip Generation, 4th Edition  
2. Trip generation estimates used to establish approximate development size meeting threshold include adjustment for pass-by trips.



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**FIGURE 12**

**EXAMPLES OF PROJECTS REQUIRING CONSULTATION  
ON EIRS AND NEGATIVE DECLARATIONS**

(based on requirements in Section 21092.4 of the Public Resources  
Code and section 15206 of the CEQA Guidelines)

General Plan elements or amendments for which an EIR was prepared

Residential developments larger than 500 units

Shopping centers employing more than 1,000 persons or larger than 500,000 square  
feet

Office buildings employing more than 1,000 persons or larger than 500,000 square  
feet

Industrial parks employing more than 1,000 persons or occupying more than 40  
acres of land

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The traffic impact analysis will have three parts: analysis of approved conditions, project conditions and cumulative conditions. Approved conditions will reflect existing traffic operations with approved development and mitigations added. Project conditions will add to the approved conditions scenario the proposed development's traffic to the approved conditions. The analysis of cumulative conditions will add to the approved and project conditions, development assumptions based on adopted General Plan policies. For the purposes of the Growth Management Program, the cumulative analysis must extend at least seven years. For some jurisdictions a longer-term analysis may be consistent with established practice and more sensitive to local planning issues. Capital improvements included in the jurisdiction's CIP should be included in the analysis of cumulative conditions.

All analysis of Level of Service impacts will be performed using a modified version of the Circular 212 Planning Method. The primary modification of the method is an increase in the assumed intersection capacity to reflect actual conditions in the County. More detailed discussion of the level of service methodology is provided in the *Technical Procedures*, which also provide guidelines for trip generation and distribution assumptions for traffic impact analysis.

### **Compliance Monitoring and Reporting**

Compliance with the Level of Service standards must be reported to the Authority on an annual basis (See Section 7 of this Guide). This will require the annual monitoring of a select group of signalized intersections on Basic Routes designated as "Reporting Intersections." The jurisdiction may request a Finding of Special Circumstances during this annual reporting process if it is revealed that the Reporting Intersections or other intersections on Basic Routes cannot be expected to meet the Level of Service standards. These Findings will be made based on an analysis of future traffic forecasts at the intersection. In some cases, the forecasts can be established using adjusted output from the travel forecasting model. However, in others, it may be more practical to use other methods for estimating future traffic. These are discussed in the *Technical Procedures*.

### **General Plan Amendments**

The tools and procedures for conducting General Plan updates and analyzing proposed General Plan amendments will be the same as those used in preparing the Growth Management Elements. (See the *Guide to Local Planning and Growth Management* for additional discussion of testing standards during the Plan amendment process.) In considering changes in the General Plan, the



jurisdiction must establish that all intersections on Basic Routes can reasonably be expected to meet the established Level of Service standards.

The ability to meet standards on Basic Routes is to be evaluated as part of local review at the time of each amendment, and annually as part of the Compliance Checklist submitted to the Authority. The impacts of Plan amendments on Routes of Regional Significance will, in some cases, be subject to review by the Regional Transportation Planning Committee.

If the specific project or policy changes are large enough to meet requirements established by the region in its adopted Action Plan, the jurisdiction considering the Plan amendment must submit the amendment to the Regional Committee for evaluation of its impact on the ability to achieve Action Plan objectives. The Growth Management Program directs the RTPCs to evaluate proposed amendments only in relation to issues affecting Action Plan success and consistency. It will be the responsibility of the jurisdiction considering the amendment to either

a) demonstrate that the amendment will not violate Action Plan policies or the ability to meet Action Plan Traffic Service Objectives; or

b) propose modifications to the Action Plan that will prevent the General Plan amendment from adversely affecting the regional transportation network.

If neither of these can be done, approval of the General Plan amendment may lead to a finding of non-compliance with the Growth Management Program.

#### **Action Plan Updates**

Periodic review of Action Plans for Routes of Regional Significance will determine whether the established policy actions are sufficiently effective in meeting the established Traffic Service Objectives. If not, an update of the Action Plan may be required. The tools and procedures for updates of the Action Plans will be the same as described for the development of the initial Action Plans.







## Section Eight

# COMPLIANCE AND COMPLIANCE REPORTING

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## **8 COMPLIANCE AND COMPLIANCE REPORTING**

Compliance with all parts of the Growth Management Program will be evaluated annually by the Authority, based on a Compliance Reporting Checklist submitted by each jurisdiction. The Level of Service portion of the checklist is reproduced in Section 8.3, with comments in italics. The full checklists (initial and annual) are included in this volume.

If the requirements listed in Sections 8.1 and 8.2 are met by a jurisdiction, it will be considered in compliance by the Authority. If all of the requirements are not fulfilled, a jurisdiction may present evidence that the requirements of Measure C have been met in some other way (see Checklist question 2-i). In such a case, the Authority will decide whether the jurisdiction will be considered in compliance, based on the explanations submitted with the checklist.

### **8.1 COMPLIANCE REQUIREMENTS: REGIONAL ROUTES**

Requirements for compliance with the provisions of the Growth Management Program relating to Routes of Regional Significance are:

1. **Participation in development and adoption of Action Plans.** Action Plans will be developed through the work of the Regional Committees.
2. **Implementation of actions designed to attain traffic service objectives consistent with adopted Action Plans.** Action Plans will specify actions to be taken by each jurisdiction. All localities will agree to the actions before the Plans are finalized and adopted. After adoption, cities and the County will have an obligation to implement specified actions consistent with the time frame of the Action Plan.
3. **Placing conditions on project approvals consistent with Action Plan policies.** Some Action Plan policies may require implementation on an ongoing basis through the imposition of conditions on development approvals. These might relate to payment of mitigation fees, implementation of TSM/TDM measures, or phasing of development relative to infrastructure improvements.
4. **Circulation of environmental documents as specified in Action Plans.** Each Regional Committee will establish procedures for circulation of documents, to be followed by member jurisdictions.



5. **Submittal to Regional Committee of proposed revision(s) to Action Plans to mitigate impacts associated with proposed General Plan amendments over the threshold size specified in the adopted Action Plan.** General Plan amendments that would reduce the effectiveness of adopted Action Plans may lead to a determination of non-compliance if the Action Plans cannot be revised with the approval of the Regional Committee and the Authority. Each Regional Committee will establish a process for review of possible impacts of General Plan amendments on the regional transportation system.
6. **Participation in the program of regional traffic mitigation fees, assessments or other mitigations developed by the Authority.**

## **8.2 COMPLIANCE REQUIREMENTS: BASIC ROUTES**

Requirements for compliance with the traffic Level of Service provisions of the Growth Management Program relating to Basic Routes are:

1. Adoption of standards for Basic Routes and procedures to implement standards as described in Section 8, Technical Guidelines.
2. Maintenance of standards at intersections on Basic Routes with the following exceptions:
  - 1 Intersections where operations violate adopted standards but that are expected to meet standards following implementation of projects in the adopted five-year capital improvement program; and
  - 2 Intersections subject to Findings of Special Circumstances.
3. Participation in multijurisdictional planning for intersections subject to Findings of Special Circumstances.
4. Implementation of mitigation measures adopted for intersections subject to Findings of Special Circumstances.



### **Intersections Subject to Level of Service Standards**

Measure C does not distinguish between different types of intersections. For the purpose of simplifying requirements for compliance reporting relative to Basic Routes, the Checklist asks about "reporting intersections" only.

Reporting intersections will be selected by each jurisdiction. They will all be intersections on Basic Routes. Reporting intersections will meet one or more of the following criteria:

1. The intersection is on a road that serves a Route of Regional Significance and is a good indicator of changes in local traffic demand using the regional transportation system.
2. The intersection is a good indicator of changes in traffic demand internal to the jurisdiction.
3. The intersection is subject to Findings of Special Circumstances. (All intersections for which Findings have been made will be added to the list of reporting intersections.)

Collection of data on operations of reporting intersections is the responsibility of local jurisdictions.

The number of reporting intersections will vary among jurisdictions. Small jurisdictions with only a few signalized intersections will be likely to report on all of them. Larger jurisdictions with more than 50 signalized intersections may report on 15 to 20 percent of the total.



### 8.3 CHECKLIST FOR COMPLIANCE REPORTING

Measure C requires the Authority to annually review and allocate funds to cities and the County. In allocating funds, the Authority will make findings based on a statement of compliance with the Growth Management Program, to be submitted annually by each jurisdiction.

The local statement of compliance will consist of a completed checklist, using a form provided. The Level of Service portion of the checklist is reproduced in this section (combining questions from the initial and the annual checklists), with comments in italics.

#### **Traffic Level of Service Standards** (Section 2, Checklist for Compliance Reporting)

Measure C requires each jurisdiction to adopt traffic Level of Service (LOS) standards keyed to types of land use. Each jurisdiction must comply with the adopted standards in order to be judged in compliance with the Growth Management Program. The Measure provides for the Authority, jointly with local jurisdictions, to establish mitigation measures or determine that intersections exceeding applicable standards are subject to a Finding of Special Circumstances. The Measure also states that intersections exceeding standards that will be brought into compliance in the most current five-year capital improvement program shall be considered to be in compliance, and that the Authority, jointly with affected local jurisdictions, shall determine and periodically review the application of standards on Routes of Regional Significance.

*The jurisdiction should provide a "yes" answer only if the procedures referenced in the questions below are implemented in a manner consistent with procedures described in this Guide and in the Technical Procedures. If an alternative approach to implementation has been used, an explanation should be attached in response to question 2-i.*

#### **Initial Submittal**

- 2-a. Does your agency have an adopted General Plan including LOS standards based on a diagram of land use types?

YES\_\_\_

NO\_\_\_

*The process of defining standards is discussed in Section 4 of this Guide. The Model Growth Management Element includes Level of Service standards as well as policies regarding Findings of Special Circumstances and Routes of*



*Regional Significance. A "yes" answer indicates fulfillment of compliance requirements regarding adoption of standards.*

- 2-b. Are Levels of Service at Reporting Intersections in the jurisdiction (excluding intersections for which Findings of Special Circumstances have been made) reasonably expected to meet adopted standards?

YES\_\_\_

NO\_\_\_

*This question relates to long-term expectations based on assumptions about future development. The term "reasonably expected" is used because of the necessary uncertainty of any long-range projection of changes in land use, transportation facilities, and travel behavior. A "yes" answer to this question indicates that the jurisdiction has conducted an analysis of future traffic operations based on reasonable expectations of future development, and that Reporting Intersections are indicated as operating in conformance with standards. A "yes" answer indicates fulfillment of compliance requirements.*

- 2-c. Has the jurisdiction adopted a policy requiring traffic impact studies to be conducted as part of the application review process for development projects estimated to generate more than 100 peak-hour vehicle trips?

YES \_\_\_\_

NO \_\_\_\_

*Requirements for traffic impact studies are described in Section 7 of this Guide and in the Technical Procedures. A "yes" answer indicates fulfillment of compliance requirements.*

- 2-d. Has the jurisdiction adopted a policy that requires findings of consistency with LOS standards to be made upon approval of projects over a specified threshold size (to be defined in the *Guide to Local Implementation of LOS Standards*) based on an analysis of cumulative project impacts?

YES\_\_\_

NO\_\_\_

*Findings of consistency are to be based on results of traffic impact studies consistent with procedures described in Section 8, Technical Guidelines. A "yes" answer indicates fulfillment of compliance requirements.*



- 2-e. Has the jurisdiction participated in the development by the Regional Transportation Planning Committee of Action Plans for designated Regional Routes ?

YES\_\_\_

NO\_\_\_

*A "yes" answer indicates fulfillment of compliance requirements.  
The status of Action Plans developed at the regional level will be reported directly to the Authority by the Regional Committee twice yearly.*

**Annual Statement of Compliance**

- 2-a. Over the past year, have traffic impact studies been conducted as part of the application review process for all development projects estimated to generate more than 100 peak-hour vehicle trips?

YES \_\_\_

NO \_\_\_

*A "yes" answer indicates fulfillment of compliance requirements.*



- 2-b. Is one of the following conditions met for all Reporting Intersections within the jurisdiction (excluding those intersections for which Findings of Special Circumstances have been made)?

YES\_\_\_

NO\_\_\_

(Please note the number of reporting intersections at which each condition applies.)

- \_\_\_ Adopted LOS standards are met based on measurement of actual conditions;
- \_\_\_ Intersections are reasonably expected to meet standards, assuming implementation of the jurisdiction's adopted CIP and projected changes in demand over the next five years;
- \_\_\_ A request for Findings of Special Circumstances accompanies this submittal for any intersections not reasonably expected to meet standards assuming implementation of the adopted CIP. Please check here if any such requests are being submitted at this time \_\_\_ ;
- \_\_\_ Total number of reporting intersections.

*One of the three conditions listed must apply to each reporting intersection, or a "yes" answer is not correct. Procedures relating to measurement of current conditions and projections based on the adopted CIP are described in the Technical Procedures. Procedures relating to Findings of Special Circumstances are described in Section 5. A "yes" answer indicates fulfillment of compliance requirements.*

- 2-c. If any intersection(s) in the jurisdiction are subject to Findings of Special Circumstances and conditions of compliance have been specified, use the attached form to list these and indicate what actions have been taken over the past year to implement the conditions.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_

*This question can be answered only after Findings of Special Circumstances have been made by the jurisdiction and the Authority, as described in Section 5 of the Guide.*



- 2-d. If objectives and action policies have been adopted for designated Routes of Regional Significance in the jurisdiction, use the attached form to list these and indicate what implementation actions have been taken over the past year.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_

*This question can be answered only after the Regional Committee has completed the Planning Process for Regional Routes described in Section 3, and has had Action Plans accepted by the Authority.*

- 2-e. Has the jurisdiction implemented all Regional Route Action Plans adopted in the region, with respect to the following procedures:

- (a) Circulation of environmental documents;
- (b) Analysis of the impact of proposed General Plan Amendments and, as needed, proposed revision(s) to Action Plans; and
- (c) Placement of conditions on project approvals consistent with Action Plan policies.

YES\_\_\_ NO\_\_\_

*This question also requires the prior adoption of Action Plans for Regional Routes. It refers to the procedures which are to be described in the Action Plans and with which each locality is required to comply on an ongoing basis. A "yes" answer indicates fulfillment of requirements for compliance.*

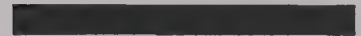
- 2-f. If the jurisdiction believes that the requirements of Measure C relative to traffic Level of Service standards have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

EXPLANATION ATTACHED\_\_\_ NOT APPLICABLE\_\_\_

*This question is included to provide each jurisdiction with the opportunity to choose an alternative approach to fulfilling any of the requirements for compliance listed above. If alternative approaches are selected and explanations are attached, the Authority will decide whether the jurisdiction is in compliance with the traffic Level of Service provisions of the Growth Management Program.*



## APPENDICES









**CONTRA COSTA TRANSPORTATION AUTHORITY  
GROWTH MANAGEMENT PROGRAM**

**ACTION PLAN OUTLINE  
(Revised 6/20/90)**

- I Executive Summary
  - A Summary of Actions and Implementation Responsibilities
  - B Next Steps
- II Overview
  - A Background
  - B Map and list of Designated Regional Routes
  - C Countywide Transportation Goals (adopted by CCTA)
  - D Organization of Action Plan
- III Program for XX (specific facility; each designated Regional Route has its own section)
  - A Facility Description
    - 1 Description
    - 2 Criteria for identification as regional route
    - 3 Existing conditions
    - 4 Planned capital projects
    - 5 Anticipated land use changes affecting future demand
  - B Traffic Service Objectives and Summary of Technical Analysis
  - C Actions and Implementation Responsibilities
    - 1 Capital projects (highway/transit)
    - 2 Operational improvements (highway/transit)
    - 3 Transportation Systems Management
    - 4 Fees
    - 5 Institutional and intergovernmental programs
    - 6 Other
- IV Regional Actions for Reducing Congestion: Land Use Policies and Demand Management Strategies
  - A Overall approach
  - B Actions that are not facility-specific (listed and described)
  - C Responsibility for implementation by jurisdiction



- V Process for Monitoring and Review
  - A Review of General Plan amendments
  - B Circulation of environmental documents

Appendices

- A Land use assumptions used in modelling and analysis (based on local general plans)
- B Travel Analysis  
(Baseline, seven-year, buildout)
- C Responses to comments (except for initial draft)



## CONTRA COSTA TRANSPORTATION AUTHORITY GROWTH MANAGEMENT PROGRAM

### ACTION PLAN PRODUCTS

#### Interim Products

- 1 Work Program
- 2 Proposed Designation of Regional Routes and Identification of Those Requiring Cooperative Action Plan Preparation
- 3 Inventory of Available Data and Work Plan for Data Collection
- 4 Travel Analysis for Regional Routes  
Baseline, 5-year, Buildout

*Decision Point: Choice of Preliminary Objectives*

- 5 Memorandum on Preliminary Traffic Service Objectives
- 6 Initial Screening of Alternative Actions

*Decision Point: Selection of Preferred Actions*

- 7 Analysis of Preferred Actions

*Decision Point: Actions and Objectives for Inclusion in Draft Action Plan*

#### Action Plan Stages

- 1 Preliminary Draft Action Plan  
(for approval and comment within region)
- 2 Circulation Draft  
(approved by region, circulated to other regions for comment)
- 3 Proposal for Adoption  
(for Authority review)
- 4 Final Action Plan















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## PREFACE

Measure C requires that each jurisdiction participating in the Growth Management Program adopt a Growth Management Element as part of its General Plan. The Growth Management Element must contain traffic Level of Service standards and performance standards for fire and police services, parks, sanitary facilities, water, and flood control. Relevant sections of Measure C are reproduced in Appendix A.

This Model Growth Management Element (GME) has been prepared for local jurisdictions, to illustrate the form and content of an element that responds to the mandates of Measure C. The Model GME is intended to be a frame of reference -- source material for thinking about specific policies, standards and implementing actions that are appropriate for each jurisdiction. It provides examples of all required portions of a GME, but requires tailoring to fit each locality's needs. It is not appropriate for adoption verbatim by each jurisdiction.

The basic requirements for the GME are established in this document. Following each section heading in the text is a note indicating whether the section is required or optional. Inclusion of all Optional Sections in the local GME is recommended. Text in each section is organized into two columns. The left-hand column, in roman type, is the Model Element text. For required sections, the intent of each Model Element policy must be reflected in local Growth Management Elements, though the language and organization of the policies may be altered. Some provisions are self-contained and might be adopted as stated. Most require information and policy decisions, such as specification of a numerical standard. The right-hand column, in italic type, provides explanation and comments to accompany Model Element policies.

Additional information related to preparation of Growth Management Elements is included in the *Guide to Local Planning and Growth Management*. Persons working on local implementation of the Growth Management Program should refer to it and to the other Technical Materials published by the Contra Costa Transportation Authority.

### Optional Growth Strategy Section

The contents and organization of the Growth Management Element need not be limited to the policies and standards required by Measure C. Jurisdictions may choose to add other policies and sections that relate to growth management and to the provision of public services. Inclusion of a Growth Strategy Section is a recommended approach to defining the jurisdiction's overall policies related to the rate and timing of development.

Programs required by Measure C are intended to ensure adequate levels of service for public facilities assuming planned development. Related policies and programs that some localities may choose to include in the GME may address timing of future development or limitations on future growth. Some jurisdictions have existing or pending growth management policies which they may wish to implement through their General Plans. Others may choose to initiate new policies as part of the development of the Growth Management Element.



The Growth Strategy Section, or any other part of the GME, may include policies and standards that are more stringent than those required as a condition of compliance with Measure C's Growth Management Program.

Growth Strategies in the GME could include:

- Description of pre-existing limitations on growth;
- Policies relating to phasing of development that identify specific geographic areas as appropriate for development during particular time periods, subject to GME standards;
- Policies establishing criteria for decisions on future development projects based on local values that are not expressed in Measure C;
- Policies establishing priorities for development and urban expansion, such as projects providing affordable housing or increasing local employment opportunities;
- Policies establishing requirements for planning studies such as preparation of Specific Plans, or focused studies of environmental resources or public service provision prior to urban expansion in specified geographic locations;
- Policies limiting further growth based on a threat to the public health, safety and welfare (under State law, local governments enacting growth control programs that limit either building permits for residential construction or buildable lots which may be developed for residential use are required to prove affirmatively that the controls are necessary for the protection of public health, safety and welfare); or
- Any other policies relating to future growth management deemed desirable by the jurisdiction.

In all cases, an explanation of the relationship between GME policies and policies in the other parts of the General Plan should be included.

Policies included in a Growth Strategy Section would be likely to be more broad than policies in the GME sections on Traffic Service and other Performance Standards. It would be logical to incorporate the Growth Strategy policies into the beginning of the Element so that users of the Plan have a clear idea of the community's position on further growth and development.



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **MODEL GROWTH MANAGEMENT ELEMENT**

#### **1 PURPOSE AND AUTHORITY (Optional Section)**

##### **1.1 Purpose and Intent (Optional Subsection)**

The purpose of the Growth Management Element of the General Plan is to establish policies and standards for traffic Levels of Service and performance standards for fire, police, parks, sanitary facilities, water and flood control in order to ensure generally that public facilities are provided consistent with adopted standards. By adopting and implementing this Element, the jurisdiction intends to establish a comprehensive, long-range program that will match the demands for public facilities generated by new development with plans, capital improvement programs and development mitigation programs.

##### **1.2 Authority (Optional Subsection)**

The Growth Management Element is adopted pursuant to the authority granted to local jurisdictions by Section 65303 of the Government Code of the State of California which states:

*The Purpose and Intent section should describe the relationship between the Growth Management Element and Measure C. The section may emphasize that the Element regulates the provision of urban services and is not primarily a growth limiting mechanism. If optional growth strategy policies are included, the Purpose and Intent section should refer to them.*

*A statement of legal authority establishes the foundation upon which the Element rests.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

"The general plan may include any other elements or address any other subjects which, in the judgment of the legislative body, relate to the physical development of the county or city."

The Growth Management Element also is consistent with the requirements of the Contra Costa Transportation Improvement and Growth Management Program (Measure C), approved by Contra Costa voters in 1988.

### **1.3 Relation to Other General Plan Elements (Optional Subsection)**

*All General Plan Elements, whether required or optional, have equal status. Policies throughout the Plan, including the Growth Management Element, must be internally consistent. This means that no set of policies supersedes others in the Plan, and no policies may be in conflict with each other.*

*This section may discuss what is covered in other Elements if policies or standards are cited by reference.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **1.4 Public Involvement (Optional Subsection)**

*Opportunities for public participation provided by the jurisdiction during development of the GME, including community meetings and public hearings as well as circulation of the Draft Element and related environmental documentation for public comment prior to adoption, may be discussed here. This discussion may be included elsewhere in the Plan. In addition to mention in the Element of public participation, the resolution adopting the Element should recite public participation opportunities that were provided.*

### **1.5 Organization of Element (Optional Subsection)**

The Growth Management Element establishes traffic Level of Service (LOS) standards in Section 2 and other performance standards in Section 3. All goals and policies are numbered sequentially, with the first number referring to the section and the second number to the subsection. For example, Policy 2.2.a is the first policy in the second subsection of Section 2. This numbering system is intended to facilitate citations and references.

*This section should discuss the organization of the Element. If optional sections are included they should be referenced in the order that they appear in the Element.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **2 TRAFFIC SERVICE STANDARDS AND PROGRAMS (Required Section)**

#### **2.1 Introduction (Optional Subsection)**

*The introductory text should (1) describe the relationship of traffic service standards and programs in the Growth Management Element to policies in the Circulation and Land Use element, (2) define terms such as Level of Service, Routes of Regional Significance and Basic Routes, or refer to definitions in other parts of the Plan, and (3) present a general discussion of traffic operations in the jurisdiction in order to provide a context for the standards, i.e., whether they require major improvements or whether standards may permit a noticeable degradation of service.*

*Text may also be included that discusses the roles of other agencies in the attainment of standards, or other factors that relate to the success of the programs included in the Section.*

*A discussion of methods used to test traffic standards (including use of a computer model) may be helpful to users of the Plan. Descriptions of assumptions and methods should be included.*

#### **2.2 Goals (Optional Subsection)**

*The jurisdiction may include any general goals relating to traffic operations and programs, or specify that it seeks to attain a higher level of service than that specified in the standards in Section 2.3.*

*For Routes of Regional Significance, the jurisdiction may adopt the traffic service objectives included in Action Plans prepared by the Regional Transportation Planning Committee. The goal statement should note that participation of other jurisdictions is required if traffic service objectives for Routes of Regional Significance are to be attained.*



(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

### 2.3 Standards and Related Policies (Required Subsection)

a. Routes of Regional Significance. The map/list on page ( ) shows Routes of Regional Significance that have been designated by [name of jurisdiction] in cooperation with [Regional Transportation Planning Committee name] and the Contra Costa Transportation Authority. The jurisdiction will participate with both agencies in developing Action Plans for each of these facilities.

b. Standards for Basic Routes. All roads not indicated on the map/list of Routes of Regional Significance are Basic Routes. The following standards apply to signalized intersections on Basic Routes as described in Policy 2.3.c.

Rural: LOS low-C (70 to 74) v/c

Semi-Rural: LOS high-C (75 to 79) v/c

Suburban: LOS low-D (80 to 84) v/c

Urban: LOS high-D (85 to 89) v/c

Central Business District: LOS low-E (90 to 94) v/c

Basic Routes and land use type designations are shown by the map/list on page ( ).

c. Application of Standards. Standards apply to signalized intersections on all Basic Routes unless the jurisdiction and the Contra Costa Transportation Authority have made Findings of Special Circumstances in accordance with Policy 2.3.d.

*In adopting standards and related policies, the jurisdiction should review the "Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance" prepared by the Authority. Procedures relating to measurement, projections and analysis of level of service, as well as planning procedures for Routes of Regional Significance, must be consistent with the Guide.*

*Standards are specified in Measure C based on land use type. As discussed in the Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance, in preparing a map or list each jurisdiction must determine the geographic application of standards.*

*Examples of a General Plan land use diagram and corresponding map of land use types are on the following pages.*

*Information on land use type definitions is provided in Appendix A of Measure C and in appendix B of the Model Element.*

*The jurisdiction may adopt Standards for unsignalized intersections; see Technical Procedures for discussion.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

Level of Service Standards are considered to be met if:

(i.) Measurement of actual conditions at the intersections indicates that operations are equivalent to or better than those specified in the standard; or

(ii.) The jurisdiction has, in its adopted five-year Capital Improvement Program, included project(s) which, when constructed, will result in operations better than or equivalent to those specified in the standard.

d. Findings of Special Circumstances. For any Basic Route signalized intersection that will not meet Level of Service standards as described in Policy 2.3.c, the jurisdiction may request and the Authority may make Findings of Special Circumstances, as described in Policy 2.4.d.

*In order to be in compliance with the Growth Management Program, standards for all signalized intersections on Basic Routes must be met as defined in Policy 2.3.b., or Findings of Special Circumstances must be made. See also implementation policies in section 2.4.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **2.4 Implementing Policies and Programs: General (Required Subsection)**

a. Local Development Mitigation Program. The jurisdiction will adopt and implement a development mitigation program requiring developers to pay the costs necessary to mitigate impacts of their development projects on the local and regional transportation system.

b. Local Street Maintenance and Improvement Funds. Transportation projects intended to meet or maintain Level of Service standards, to implement Action Plans for Regional Routes, and to provide mitigation for Intersections Subject to Findings of Special Circumstances, may be funded through use of Local Street Improvement and Maintenance Funds allocated by the Contra Costa Transportation Authority. In no case will revenue from that source replace private developer funding for transportation projects determined to be required for new growth to meet or maintain standards.

c. Achieving Level of Service Standards. In the event that any Basic Route signalized intersection does not meet adopted standards, the jurisdiction will, in order to attain the standards specified in Policy 2.3.b, consider amendments to its General Plan, Zoning Ordinance, Capital Improvement Program or other relevant plans and policies.

*Jurisdictions that already have a development mitigation program in place may wish to include a policy relating to periodic review of fee schedules. The policy included may be more specific, identifying the type or structure of mitigation programs or measures to be adopted. Any mitigation program must comply with the requirements of Government Code 66000 et seq. Impacts to be mitigated may be on Regional Routes, Basic Routes, or transit systems.*

*Programs to be adopted and implemented will generally require mitigation of project impacts without regard for jurisdictional boundaries.*

*Policies may also be included about other uses of Measure C funds, for example, for transportation planning studies or for maintenance and rehabilitation projects not directly related to attainment of standards.*



## EXAMPLE OF ELEMENT TEXT

## COMMENTARY

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

d. Findings of Special Circumstances. If such amendments as are described in Policy 2.4.c. are not possible or feasible for reasons discussed as "Criteria for Findings of Special Circumstances" in materials published by the Contra Costa Transportation Authority, the jurisdiction may prepare a request for Findings of Special Circumstances. It will be submitted to the Contra Costa Transportation Authority, consistent with the procedure prescribed by the Transportation Authority. The Request shall include identification of alternative standards and proposed mitigation measures and programs.

*The jurisdiction may reference other actions that it will take in order to avoid violations of adopted standards. This policy establishes a commitment to exploring policy changes before requesting Findings of Special Circumstances.*

e. Capital Improvement Program. Capital projects sponsored by the jurisdiction and necessary to maintain and improve traffic operations will be included in the five-year Capital Improvement Program. Funding sources for such projects as well as intended project phasing will be generally identified in the CIP.

f. Multijurisdictional Transportation Planning. The jurisdiction will participate in multijurisdictional transportation planning by participating in activities of [Regional Transportation Planning Committee name] including development of Regional Route Action Plans and cooperating in planning for intersections subject to Findings of Special



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

Circumstances located in other jurisdictions when it is believed that local actions contribute to conditions at such intersections.

g. Conflict Resolution. The jurisdiction will participate in the Contra Costa Transportation Authority's conflict resolution process as needed to resolve disputes related to the development and implementation of Actions Plans and other programs described in this Element.

h. Implementation of Action Plans. Following adoption of Regional Route Action Plans by [Regional Transportation Planning Committee name] and the Transportation Authority, the jurisdiction will implement specified local actions in a timely manner, consistent with adopted Action Plans.

i. Transportation Systems Management. As part of its program to attain traffic service standards, the jurisdiction will adopt and implement [a Transportation Systems Management (TSM) ordinance] or [an alternative mitigation program].

j. Compliance Reporting. For the purposes of reporting to the Contra Costa Transportation Authority on compliance with the Growth Management Program, the jurisdiction will complete and submit a compliance checklist. For monitoring of compliance with adopted standards, a list of Reporting Intersections on Basic Routes will be prepared and maintained by [designated department].

*Specific Actions included in the Action Plans may be referenced in policies in the Growth Management Element.*

*Jurisdictions with a small employment base may refer to alternative mitigation measures, as permitted by Measure C, rather than to a TSM ordinance.*



(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

**2.5 Implementing Policies  
and Programs: Review  
of Development  
Applications  
(Required Subsection)**

a. Traffic Impact Study Requirements. As part of the application review process for development projects estimated to generate over 100 peak-hour vehicle trips, the jurisdiction will conduct a traffic impact study consistent with the Technical Guidelines published by the Contra Costa Transportation Authority.

b. Findings of Consistency with Standards. No development project expected to generate over 100 peak-hour vehicle trips in the peak direction will be approved unless the jurisdiction has made Findings of Consistency with the Level of Service Standards adopted in Section 2.3.

Findings of Consistency may be made only if a traffic impact analysis shows that project approval is consistent with adopted Action Plans with respect to Routes of Regional Significance and will not result in violation of adopted standards at any Basic Route signalized intersection unless (1) projects included in the jurisdiction's five-year Capital Improvement Program will result in attainment of the standards, or (2) Findings of Special Circumstances including imposition of appropriate mitigation measures have been adopted by the jurisdiction and the Contra Costa Transportation Authority.

*The jurisdiction may choose to specify a lower number of peak-hour trips as a threshold.*

*As part of the application review process, findings will also be made in relation to impacts on other urban services, consistent with Policy 3.5.b.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **3 OTHER PERFORMANCE STANDARDS (Required Section)**

#### **3.1 Introduction (Optional Subsection)**

*The introductory text should (1) explain the purpose of the performance standards, (2) identify what agency is responsible for providing the urban services identified in the section, (3) describe the relationship between the policies in the section and the policies contained in the Land Use, Circulation, Open Space, Safety or other Elements of the General Plan.*

*In addition, jurisdictions may wish to discuss existing policies or programs which affect provision of the six urban services outlined in Measure C.*

*Performance standards represent commitments to provide facilities or deliver services. The jurisdiction may choose to include in the Introduction, or in a glossary or appendix to the Element, a set of definitions describing service units (see Model Element Glossary). If service units are defined in a glossary or appendix, reference to the definitions should be made in the Introduction.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **3.2 Goals (Optional Subsection)**

*The jurisdiction may wish to set goals higher than the adopted standards or express a standard that is not quantifiable. Goal statements can represent a level of service that the jurisdiction intends to achieve at the buildout of the General Plan but may not achieve throughout the interim period.*

### **3.3 Facilities Inventory (Optional Subsection)**

*An inventory of existing facilities relevant to the provision of park, police, fire, flood control, sanitary facilities and water services may be included. If any such facilities are inventoried in other parts of the Plan (e.g., Open Space, Land Use or Public Facilities elements), references should be included.*

### **3.4 Performance Standards (Required Subsection)**

Examples of Performance Standards:

#### **a. Parks**

[ ] acres of park per 1,000 residents.

#### **b. Fire**

A fire station within [ ] miles all residential and non-residential development in the jurisdiction, or [a ( ) minute response time for % of emergency calls].

#### **c. Police**

Capital facilities sufficient to maintain a [ ] minute response time [for first unit] for [ %] of emergency calls for police assistance.

*The jurisdiction must adopt standards for each of the six types of facilities listed in Section 3.4. Standards for other public services could also be included. The form of the standards is at the discretion of the jurisdiction. Measure C states that performance standards are to be "maintained through capital projects." However, the jurisdiction may choose to adopt either capital or operational standards.*

*The examples provided do not distinguish among different geographic areas or between existing and future development. Therefore, they would be construed as applying equally to all parts of the jurisdiction. If the jurisdiction chooses to adopt differential standards for specified geographic areas, the basis for the differences should be noted in the Element.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **d. Sanitary Facilities**

Capability to transmit and treat to RWQCB standards, average daily effluent for all residents [ ( ) gallons per capita] and non-residential [ ( ) gallons per acre] development in the jurisdiction.

### **e. Water**

The capacity to provide sufficient water to all residents and businesses in the jurisdiction as indicated by [District name].

### **f. Flood Control**

Containment of the [ ] year flood event (as determined by FEMA) by the flood control/drainage system.

## **3.5 Implementation Policies and Programs (Required Subsection)**

a. Development Mitigation Program. The jurisdiction will adopt and implement a development mitigation program to ensure that new growth is paying its share of the costs associated with the provision of facilities for fire, police, parks, sanitary facilities, water, and flood control.

b. Findings on Performance Standards. The jurisdiction will approve development projects only after making findings that one or more of the following conditions are met:

(1) Assuming participation in adopted mitigation programs, performance standards will be maintained following project occupancy;

*Measure C has five basic implementation requirements regarding performance standards. These are: 1) jurisdictions must comply with the adopted standards, 2) jurisdictions must apply the standards to their development review process, 3) jurisdictions must monitor and review their performance standards, 4) jurisdictions must include capital projects needed to maintain their performance standards in their Capital Improvement Programs, and 5) jurisdictions must ensure that new development pays for its fair share of the costs of maintaining the performance standards.*

*The implementation policies and programs in this section are designed to meet these requirements.*

*This policy on mitigation programs addresses facilities not related to transportation. Transportation mitigation programs are addressed in policies 2.4.a and 2.4b.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

(2) Because of the characteristics of the development project, project-specific mitigation measures are needed in order to ensure maintenance of standards, and such measures will be required of the project sponsor; or

(3) Capital projects planned by the jurisdiction or special district(s) will result in maintenance of standards.

c. Capital Improvement Program. Capital projects sponsored by the jurisdiction and necessary to maintain levels of performance shall be identified in a five-year Capital Improvement Program. Funding sources covering the complete cost of the projects as well as intended phasing shall be generally identified in the CIP.

d. Contributions to Improvements. All new development shall contribute to or participate in the improvement of the parks, fire, police, sanitary, water and flood control systems in proportion to the demand generated by project occupants and users.

*Jurisdictions may choose to include other facilities and/or services in their development mitigation programs. Those listed are required by Measure C.*

*Other facilities and/or services may also be listed, consistent with Policy 3.5.a. above.*



## **EXAMPLE OF ELEMENT TEXT**

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## **COMMENTARY**

### **4. JOB AND HOUSING OPPORTUNITIES (Optional Section)**

*Inclusion of a Job and Housing Opportunities section in the GME is strongly recommended, though jurisdictions may choose to address these issues in another document. If a Job and Housing Opportunities section is included in the GME, it should synthesize material in other parts of the General Plan, in particular the Land Use and Housing elements.*

*Additionally, the section should address the relationship between housing options and job opportunities on a city, subregional and countywide basis, focusing on the impact of land use on commute patterns. Land use should be broadly defined to relate to housing and job type as well as location.*

#### **4.1 Community Profile (Optional Subsection)**

*A community profile section provides an opportunity for the jurisdiction to describe its character and role as, for example, a subregional employment center or a community that provides housing for people working at various other locations, but offers only limited employment opportunities. Planned changes in the community profile, i.e., shifts in the ratio of jobs to employed residents that might occur consistent with the General Plan Land Use Element, should be described here. A description of how the local profile relates to the plans and policies of other jurisdictions should be included.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **4.2 Goals (Optional Subsection)**

a. Understanding Land Use and Transportation. Develop an improved understanding of the relationship between land use and transportation demand through the General Plan revision process; ongoing traffic impact analyses; participation in development of Regional Route Action Plans; and other programs implementing the Growth Management Element.

b. Reduce Commute Trips and Commute Length. Seek to reduce commute trips and average commute length through policies and programs that address housing options and job opportunities in the jurisdiction, the subregion and the County.

c. Affordable Housing Goals and Policies. Strive to ensure the availability of affordable housing while implementing the goals and policies of the Growth Management Element.

### **4.3 Implementing Policies (Optional Subsection)**

a. Evaluation of General Plan Amendments. The jurisdiction will evaluate the impact of proposed General Plan amendments on the availability of job and housing opportunities and the potential for reducing commute trips and average commute length.

*The goal statements included here are examples. Jurisdictions may wish to express other goals in relation to job and housing opportunities.*

*Measure C requires that each jurisdiction "address land use information as it relates to transportation demand." This process will be integrated with other planning and implementation activities.*

*Additional detail may be provided, or objectives may be quantified in relation to commute patterns or the ratio of local jobs to employed residents. Goals relating to job and housing opportunities are likely to be substantially dependent on market forces. These goals should represent targets to be achieved, recognizing the limited power of local government.*

*The implementing policies included here are examples. Jurisdictions may choose to adopt policies that are more specific, for example, citing specific programs in the areas of housing and economic development. Relevant policies in other parts of the Plan should be referenced.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

b. Economic Development Programs. The jurisdiction's economic development programs will seek to attract employment opportunities for local residents and others residing near local job centers.

c. Local Housing Programs and Policies. Consistent with Housing Element policies, local housing programs and policies will emphasize provision of opportunities for households fitting the profile of those with members working in local and nearby jobs.

d. Funding of Mitigation Measures. So that implementation of the Growth Management Element does not impede development of affordable housing, the jurisdiction will develop a program to subsidize the cost of mitigation measures which would otherwise be required of affordable housing developers. Funding sources may include but are not limited to: tax increment funds from local redevelopment areas; state or federal housing programs; and local capital improvement program funds.



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **GLOSSARY (Optional Section)**

#### **Sample Definitions**

##### **Basic Routes**

All local roads not designated as Routes of Regional Significance; Level of Service standards apply to all signalized intersections on Basic Routes.

##### **Fire Station**

A self-contained building housing at least one pumper truck (engine).

##### **Goal**

Statement describing in general terms a condition or quality desired by the jurisdiction. Goals may be used as the policy basis for standards and objectives.

##### **Objective**

Statement representing a level or quality of performance that the jurisdiction seeks to attain through its programs and policies.

##### **Parks**

All publicly owned land that is designated for recreational use, including: City Parks, County Parks, East Bay Regional Parks, and all school recreation sites.

##### **Route of Regional Significance**

Road designated by the Contra Costa Transportation Authority, consistent with procedures described in the *Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance*. These roads are subject to objectives and programs in adopted Action Plans.

*Terms that have a specific meaning as used in the Growth Management Element should be defined in a glossary. This is especially important for terms that are subject to interpretation in the performance standards. For example: jurisdictions have the option of including several types of land into the category of parks. A jurisdiction could opt to count only parks that it owns or include land owned by other agencies that is committed to recreational use. Because performance standards must be measurable, the terms used in the standards should not be subject to varying interpretation.*

*If the GME includes the park standard that is used in the jurisdiction's park dedication ordinance, the park definition in the GME should be the same as the definition in the ordinance.*



## EXAMPLE OF ELEMENT TEXT

(Local Growth Management Elements must reflect the intent but not the exact language or organization of policies in required sections)

## COMMENTARY

### **Sanitary Facilities**

Wastewater collection, treatment and disposal facilities.

### **Standard**

Statement representing a commitment by the jurisdiction to attain a specified level or quality of performance through its programs and policies.





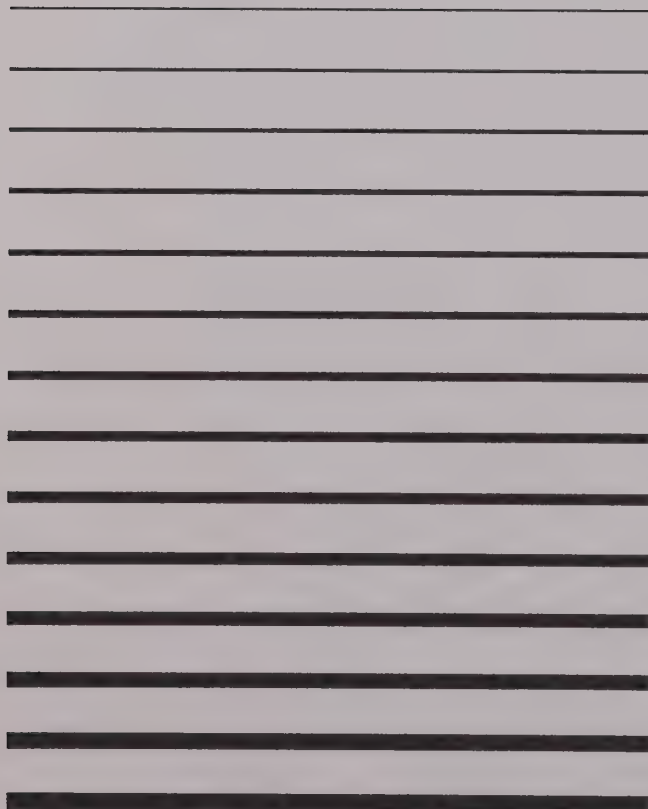




***CONTRA COSTA  
TRANSPORTATION AUTHORITY***

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# **ADMINISTRATIVE PROCEDURES MANUAL**









## Section One

# INITIAL COMPLIANCE CHECKLIST

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## INITIAL COMPLIANCE CHECKLIST

### CONTRA COSTA TRANSPORTATION AUTHORITY GROWTH MANAGEMENT PROGRAM

**Submission:** This checklist should be submitted to the CCTA one year after the CCTA's Model Growth Management Element is adopted, or as soon as the jurisdiction has adopted a Growth Management Element pursuant to the CCTA-adopted Model Growth Management Element. Prior to the CCTA's adoption of the Model Growth Management Element, jurisdictions should submit the *Interim Compliance Checklist*.

#### 1. GROWTH MANAGEMENT ELEMENT

Measure C requires that each jurisdiction adopt a Growth Management Element of its General Plan that includes traffic Level of Service (LOS) standards and performance standards for fire, police, parks, sanitary facilities, water and flood control. The standards are to be applied in the development review process.

- 1-a. Has the jurisdiction adopted a General Plan Growth Management Element that substantially conforms to the objectives of the Contra Costa Transportation Authority's Model Growth Management Element?

YES\_\_\_ NO\_\_\_

Date Growth Management Element Adopted: \_\_\_/\_\_\_/\_\_\_

By: Resolution #\_\_\_\_\_

- 1-b. Has the jurisdiction analyzed the relationship between LOS and performance standards in the Growth Management Element and the programs and policies of other General Plan elements?

YES\_\_\_ NO\_\_\_

- 1-c. Are the programs and policies of other General Plan elements consistent with the policies of the Growth Management Element?

YES\_\_\_ NO\_\_\_



## INITIAL COMPLIANCE CHECKLIST

- 1-d. If the answer to 1-c is no, is the jurisdiction's General Plan currently undergoing revision to achieve internal consistency among all elements?

YES\_\_ NO\_\_

If yes, when are revisions expected to be completed? \_\_\_\_\_

- 1-e. If the jurisdiction believes that the requirements of Measure C relative to the Growth Management Element have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_

## 2. TRAFFIC LEVEL OF SERVICE STANDARDS

Measure C requires each jurisdiction to adopt traffic Level of Service (LOS) standards keyed to types of land use. Each jurisdiction must comply with the adopted standards in order to be judged in compliance with the Growth Management Program. The Measure provides for the CCTA, jointly with local jurisdictions, to establish mitigation measures or determine that intersections exceeding applicable standards be subject to a Finding of Special Circumstances. The Measure also states that intersections exceeding standards that will be brought into compliance in the most current five-year capital improvement program shall be considered to be in compliance, and that the CCTA, jointly with affected local jurisdictions, shall determine and periodically review the application of standards on routes of regional significance.

All questions in this section assume that procedures and analysis implemented by the jurisdiction are in substantial conformity with procedures described in the *Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance* and in the *Technical Procedures* prepared by the CCTA.

- 2-a. Does your agency have an adopted General Plan including LOS standards based on a diagram of land use types?

YES\_\_ NO\_\_



## INITIAL COMPLIANCE CHECKLIST

- 2-b. Are levels of service at Reporting Intersections in the jurisdiction (excluding intersections for which Findings of Special Circumstances have been made) reasonably expected to meet adopted standards?
- YES\_\_\_ NO\_\_\_
- 2-c. Has the jurisdiction adopted a policy requiring traffic impact studies to be conducted as part of the application review process for development projects estimated to generate more than 100 peak-hour vehicle trips?
- YES\_\_\_ NO\_\_\_
- 2-d. Has the jurisdiction adopted a policy that requires findings of consistency with LOS standards to be made upon approval of development projects expected to generate more than 100 peak-hour vehicle trips?
- YES\_\_\_ NO\_\_\_
- 2-e. Has the jurisdiction participated in the development by the Regional Transportation Planning Committee of Action Plans for designated Routes of Regional Significance?
- YES\_\_\_ NO\_\_\_
- 2-f. If the jurisdiction believes that the requirements of Measure C relative to traffic Level of Service standards have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.
- SEE ATTACHED\_\_\_ NOT APPLICABLE\_\_\_



## INITIAL COMPLIANCE CHECKLIST

### 3. PERFORMANCE STANDARDS

Measure C requires that local jurisdictions adopt and maintain performance standards for the following urban services:

- |           |                        |                  |
|-----------|------------------------|------------------|
| a. Fire   | c. Parks               | e. Water         |
| b. Police | d. Sanitary Facilities | f. Flood Control |

These standards are to be maintained through capital projects and should take into account both fiscal constraints and the application of standards through the development review process. Jurisdictions may review their performance standards on an annual basis, in conjunction with Special Districts where appropriate, and modify them to maintain continued applicability.

- 3-a. Please indicate when standards were adopted, the applicable Resolution or Ordinance covering implementation, and what agency is responsible for provision of services. (Use space below.)

	Date Standard adopted	Implementing Resolution or Ordinance #	Implementing Agency
PARKS	_____	_____	_____
FIRE	_____	_____	_____
POLICE	_____	_____	_____
WATER	_____	_____	_____
FLOOD CONTROL	_____	_____	_____
SANITARY FACILITIES	_____	_____	_____

- 3-b. If the jurisdiction believes that the requirements of Measure C relative to performance standards have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED \_\_\_\_\_ NOT APPLICABLE \_\_\_\_\_



## INITIAL COMPLIANCE CHECKLIST

### 4. DEVELOPMENT MITIGATION PROGRAM

Measure C requires that local jurisdictions adopt a development mitigation program to ensure that development pays its fair share of the costs associated with that development. In addition, the Measure requires that local jurisdictions ensure that no funds from the Measure will be used to replace private developer funding which has been or will be committed to any project.

- 4-a. Has the jurisdiction adopted policies and/or programs to ensure that funding from the local street maintenance and improvement allocation (i.e., Measure C funds) will not replace development's share of infrastructure costs ?

YES\_\_\_ NO\_\_\_

Specify which policies and/or programs:

\_\_\_\_\_

General Plan Policy,

Resolution or Ordinance #\_\_\_\_\_

Date:\_\_\_\_\_

- 4-b. Use the space below to list components of the development mitigation program adopted by the jurisdiction to address the impacts of development on the local circulation system.

1. Development Impact Fee System \_\_\_\_\_

2. Mello-Roos Community Facilities District \_\_\_\_\_

3. Other \_\_\_\_\_



## INITIAL COMPLIANCE CHECKLIST

- 4-c. Use the space below to list components of the development mitigation program adopted by the jurisdiction to address the impacts of development on facilities for fire, police, parks, sanitary facilities, water and flood control.

1. Traffic Impact Fee System \_\_\_\_\_  
2. Mello-Roos Community Facilities District \_\_\_\_\_  
3. Other \_\_\_\_\_  
\_\_\_\_\_

- 4-d. Use the space below to list components of the development mitigation program adopted by the jurisdiction to address the impacts of development on the regional transportation system.

1. Regional Traffic Impact Fee System \_\_\_\_\_  
2. Joint Powers Financing Authority \_\_\_\_\_  
3. Other \_\_\_\_\_  
\_\_\_\_\_

- 4-e. If the jurisdiction believes that the requirements of Measure C relative to development mitigation programs have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED \_\_\_\_\_ NOT APPLICABLE \_\_\_\_\_

### 5. PARTICIPATION IN COOPERATIVE, MULTI-JURISDICTIONAL PLANNING

The Growth Management Program specifies that the CCTA shall establish a forum for jurisdictions to cooperate in easing cumulative traffic impacts. This will be accomplished through the Regional Transportation Planning Committees and be supported by an ongoing countywide comprehensive transportation planning process in which all jurisdictions shall participate.

- 5-a. Over the past year, has the jurisdiction regularly participated in meetings of the Regional Transportation Planning Committee or other forums established by the CCTA?

YES\_\_\_ NO\_\_\_



## INITIAL COMPLIANCE CHECKLIST

- 5-b. Over the past year, have the local representatives to the Regional Transportation Planning Committee regularly reported on the activities of the Regional Committee to the jurisdiction's council or board?

YES\_\_ NO\_\_

- 5-c. As needed, has the jurisdiction made available, as input into the countywide transportation computer model, data on land use and traffic patterns?

YES\_\_ NO\_\_

- 5-d. If the jurisdiction believes that the requirements of Measure C relative to cooperative multi-jurisdictional planning have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

EXPLANATION ATTACHED\_\_\_\_\_NOT APPLICABLE\_\_\_\_\_

### 6. FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM

Measure C requires that local jurisdictions develop a five-year capital improvement program to meet and maintain adopted traffic service and performance standards. The capital improvement program will be based on development to be constructed within the five-year framework of the program. It will include an analysis of costs of the proposed projects as well as a financial plan for providing the improvements.

- 6-a. Does the jurisdiction have an adopted capital improvement program (CIP)?

YES\_\_ NO\_\_

If yes, date of adoption or most recent update of the CIP \_\_\_\_\_  
Resolution # \_\_\_\_\_



## INITIAL COMPLIANCE CHECKLIST

- 6-b. Does the CIP include a financing plan that identifies general financing mechanisms for all transportation projects included in the CIP?

YES\_\_\_ NO\_\_\_

- 6-c. Does the CIP include a financing plan that identifies general financing mechanisms for all projects sponsored by the jurisdiction and included in the CIP that relate to facilities for fire, police, parks, sanitary facilities, water and flood control?

YES\_\_\_ NO\_\_\_

- 6-d. If the jurisdiction believes that the requirements of Measure C relative to the CIP have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

EXPLANATION ATTACHED\_\_\_\_\_NOT APPLICABLE\_\_\_\_\_

## 7. HOUSING OPTIONS AND JOB OPPORTUNITIES

Measure C requires that, as part of its five-year capital improvement program and pursuant to the State-mandated housing element of its General Plan, each jurisdiction develop an implementation program that creates housing opportunities for all income levels. Each jurisdiction shall also address land use information as it relates to transportation demand, as well as a discussion of each jurisdiction's efforts to address housing options and job opportunities on a city, subregional and countywide basis.



## INITIAL COMPLIANCE CHECKLIST

- 7-a. Has the jurisdiction, as part of its five-year capital improvement program and pursuant to the State-mandated housing element of its General Plan, developed an implementation program that creates housing opportunities for all income levels?

YES \_\_\_ NO \_\_\_

Specify which plan or policy of the jurisdiction includes the implementation program:

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Resolution or Ordinance # \_\_\_\_\_ Date \_\_\_\_\_

- 7-b. In order to promote more efficient use of the transportation system, has the jurisdiction evaluated its land use plans in relation to transportation demand, and, in that context, discussed in its adopted General Plan efforts to address housing options and job opportunities in the jurisdiction, the subregion and the county?

YES\_\_\_ NO\_\_\_

Text pages: \_\_\_\_\_ Policy #\_\_\_\_\_

- 7-c. **If the answer to 7-b is no**, has the jurisdiction adopted any other report, statement or discussion regarding local effort to address housing options and job opportunities within the jurisdiction's limits, the limits of the subregion and the county in order to promote more efficient use of the transportation system?

YES\_\_\_ NO\_\_\_

Title \_\_\_\_\_ Date \_\_\_\_\_

- 7-d. If the jurisdiction believes that the requirements of Measure C relative to housing options and job opportunities have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

EXPLANATION ATTACHED \_\_\_\_\_ NOT APPLICABLE \_\_\_\_\_



## INITIAL COMPLIANCE CHECKLIST

### 8. TRANSPORTATION SYSTEMS MANAGEMENT PROGRAM

Measure C requires that local jurisdictions adopt a transportation systems management ordinance or alternative mitigation program.

- 8-a. Has the jurisdiction adopted a transportation systems management ordinance that incorporates required policies consistent with the model ordinance prepared by the CCTA for use by local agencies?

YES\_\_\_ NO\_\_\_

TSM Ordinance #\_\_\_\_\_ Date of Adoption \_\_\_\_\_

- 8-b. If the answer to 8-a is no, has the jurisdiction adopted an alternative mitigation program to achieve a significant reduction in single-occupant vehicle trips, an increase in use of alternative commute modes and an improvement in air quality?

YES\_\_\_ NO\_\_\_

Ordinance Title \_\_\_\_\_

Ordinance # \_\_\_\_\_

Date of Adoption \_\_\_\_\_

- 8-c. If the jurisdiction believes that the requirements of Measure C relative to transportation systems management have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

EXPLANATION ATTACHED\_\_\_\_\_NOT APPLICABLE\_\_\_\_\_



INITIAL COMPLIANCE CHECKLIST

9. REVIEW AND APPROVAL OF CHECKLIST FOR ANNUAL COMPLIANCE REPORTING

This checklist was prepared for submittal by:

\_\_\_\_\_  
(Name)

\_\_\_\_\_  
(Title)

\_\_\_\_\_  
(Phone)

The council/board of \_\_\_\_\_ has reviewed the completed checklist and found that the policies and programs of the jurisdiction as reported herein conform to the requirements for compliance with the Contra Costa Transportation Improvement and Growth Management Program.

Certified: \_\_\_\_\_

Date: \_\_\_\_\_

Title: \_\_\_\_\_

Attest: \_\_\_\_\_  
City/Town/County Clerk







## Section Two

# ANNUAL COMPLIANCE CHECKLIST

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# ANNUAL COMPLIANCE CHECKLIST

## CONTRA COSTA TRANSPORTATION AUTHORITY GROWTH MANAGEMENT PROGRAM

**Submission:** This checklist should be submitted to the CCTA the year following the jurisdiction's submission of the Initial Compliance Checklist and every year thereafter.

### 1. GROWTH MANAGEMENT ELEMENT

Measure C requires that each jurisdiction adopt a Growth Management Element of its General Plan that includes traffic Level of Service (LOS) standards and performance standards for fire, police, parks, sanitary facilities, water and flood control. The standards are to be applied in the development review process.

1-a. During the past year, did the jurisdiction approve any General Plan amendments?

YES\_\_\_ NO\_\_\_

1-b. If the answer to 1-a is yes, could any of the amendments have an impact on the ability to implement standards and policies of the local Growth Management Element?

YES\_\_\_ NO\_\_\_

1-c. If the answer to 1-b is yes, did the amendment process include a review of consistency with policies and programs of the Growth Management Element and other General Plan elements?

YES\_\_\_ NO\_\_\_

1-d. If the answer to 1-c is yes, were the amendments consistent with the General Plan Growth Management Element?

YES\_\_\_ NO\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

- 1-e. If the jurisdiction believes that the requirements of Measure C relative to the Growth Management Element have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_

### 2. TRAFFIC LEVEL OF SERVICE STANDARDS

Measure C requires each jurisdiction to adopt traffic Level of Service (LOS) standards keyed to types of land use. Each jurisdiction must comply with the adopted standards in order to be judged in compliance with the Growth Management Program. The Measure provides for the CCTA, jointly with local jurisdictions, to establish mitigation measures or determine that intersections exceeding applicable standards be subject to a Finding of Special Circumstances. The Measure also states that intersections exceeding standards that will be brought into compliance in the most current five-year capital improvement program shall be considered to be in compliance, and that the CCTA, jointly with affected local jurisdictions, shall determine and periodically review the application of standards on Routes of Regional Significance.

All questions in this section assume that procedures and analysis implemented by the jurisdiction are in substantial conformity with procedures described in the *Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance*.

- 2-a. Over the past year, have traffic impact studies been conducted as part of the application review process for all development projects estimated to generate more than 100 peak-hour vehicle trips?

YES\_\_\_ NO\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

- 2-b. Is one of the following conditions met for all Reporting Intersections within the jurisdiction (excluding those intersections for which Findings of Special Circumstances have been made)?

YES\_\_\_ NO\_\_\_

(Please note the number of Reporting Intersections at which each condition applies.)

\_\_\_ Adopted LOS standards are met based on measurement of actual conditions;

\_\_\_ Intersections are reasonably expected to meet standards, assuming implementation of the jurisdiction's adopted CIP and projected changes in demand over the next five years; or

\_\_\_ A request for Findings of Special Circumstances accompanies this submittal for any intersections not reasonably expected to meet standards assuming implementation of the adopted CIP. (Please check here if any such requests are being submitted at this time \_\_\_.)

\_\_\_ Total number of Reporting Intersections

- 2-c. If any intersection(s) in the jurisdiction are subject to Findings of Special Circumstances and conditions for compliance have been specified, list these and indicate what actions have been taken over the past year to implement the conditions.

Conditions Implemented :

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## ANNUAL COMPLIANCE CHECKLIST

- 2-d. If traffic service objectives and actions have been adopted for designated Routes of Regional Significance in the jurisdiction, list these and indicate what implementation actions have been taken over the past year.

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Actions Implemented :

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- 2-e. Has the jurisdiction implemented all Regional Route Action Plans adopted in the region, with respect to the following procedures:

- (a) Circulation of Environmental Documents;
- (b) Analysis of the impact of proposed General Plan amendments and, as needed, proposed revision(s) to Action Plans; and
- (c) Placing conditions on project approvals consistent with Action Plan policies.

YES\_\_\_ NO\_\_\_

- 2-f. If the jurisdiction believes that the requirements of Measure C relative to traffic Level of Service standards have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED\_\_\_ NOT APPLICABLE\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

### 3. PERFORMANCE STANDARDS

Measure C requires that local jurisdictions adopt and maintain performance standards for the following urban services:

- |           |                        |                  |
|-----------|------------------------|------------------|
| a. Fire   | c. Parks               | e. Water         |
| b. Police | d. Sanitary Facilities | f. Flood Control |

These standards are to be maintained through capital projects and should take into account both fiscal constraints and the application of standards through the development review process. Jurisdictions may review their performance standards on an annual basis, in conjunction with Special Districts where appropriate, and modify them to maintain continued applicability.

- 3-a. Is the jurisdiction now in compliance with adopted performance standards?

YES\_\_ NO\_\_

- 3-b. If the answer to 3-a is no, what action does the jurisdiction intend to take to comply with the standards within the next five years ?

Implement five-year CIP \_\_\_\_\_

Other \_\_\_\_\_

- 3-c. If the jurisdiction believes that the requirements of Measure C relative to performance standards have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

### 4. DEVELOPMENT MITIGATION PROGRAM

Measure C requires that local jurisdictions adopt a development mitigation program to ensure that development pays its fair share of the costs associated with that development. In addition, the Measure requires that local jurisdictions ensure that no funds from the Measure will be used to replace private developer funding which has been or will be committed to any project.

- 4-a. Have the development mitigation programs cited in the jurisdiction's previous submittal been implemented over the past year?

YES\_\_\_ NO\_\_\_

- 4-b. Is the jurisdiction participating in the regional mitigation programs developed by the CCTA?

YES\_\_\_ NO\_\_\_

Please list:

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- 4-c. If the jurisdiction believes that the requirements of Measure C relative to development mitigation programs have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

### 5. PARTICIPATION IN COOPERATIVE, MULTI JURISDICTIONAL PLANNING

The Growth Management Program specifies that the CCTA shall establish a forum for jurisdictions to cooperate in easing cumulative traffic impacts. This will be accomplished through the Regional Transportation Planning Committees and be supported by an ongoing countywide comprehensive transportation planning process in which all jurisdictions shall participate.

- 5-a. Over the past year, has the jurisdiction regularly participated in meetings of the Regional Transportation Planning Committee or other forums established by the CCTA?

YES\_\_\_ NO\_\_\_

- 5-b. Over the past year, have the local representatives to the Regional Transportation Planning Committee regularly reported on the activities of the Regional Committee to the jurisdiction's council or board?

YES\_\_\_ NO\_\_\_

- 5-c. As needed, has the jurisdiction made available, as input into the countywide transportation computer model, data on land use and traffic patterns?

YES\_\_\_ NO\_\_\_

- 5-d. If the jurisdiction believes that the requirements of Measure C relative to cooperative multijurisdictional planning have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

### 6. FIVE-YEAR CAPITAL IMPROVEMENT PROGRAM

Measure C requires that local jurisdictions develop a five-year capital improvement program to meet and maintain adopted traffic service and performance standards. The capital improvement program will be based on development to be constructed within the five-year framework of the program. It will include an analysis of costs of the proposed projects as well as a financial plan for providing the improvements.

- 6-a. Does the jurisdiction have an adopted capital improvement program (CIP)?

YES\_\_\_ NO\_\_\_

If yes, date of adoption or most recent update of the CIP\_\_\_\_\_

Resolution # \_\_\_\_\_

- 6-b. Does the CIP include a financing plan that identifies general financing mechanisms for all transportation projects included in the CIP?

YES\_\_\_ NO\_\_\_

- 6-c. Does the CIP include a financing plan that identifies general financing mechanisms for all projects sponsored by the jurisdiction and included in the CIP that relate to facilities for fire, police, parks, sanitary facilities, water and flood control?

YES\_\_\_ NO\_\_\_

- 6-d. If the jurisdiction believes that the requirements of Measure C relative to the CIP have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_



## 7. HOUSING OPTIONS AND JOB OPPORTUNITIES

Measure C requires that, as part of its five-year capital improvement program and pursuant to the State-mandated housing element of its General Plan, each jurisdiction develop an implementation program that creates housing opportunities for all income levels. Each jurisdiction shall also address land use information as it relates to transportation demand, as well as a discussion of each jurisdiction's efforts to address housing options and job opportunities on a city, subregional and countywide basis.

- 7-a. Has the jurisdiction, as part of its five-year capital improvement program and pursuant to the State-mandated housing element of its General Plan, developed an implementation program that creates housing opportunities for all income levels?

YES ☐ NO ☐

Specify which plan or policy of the jurisdiction includes the implementation program:

\_\_\_\_\_

Resolution or Ordinance # \_\_\_\_\_ Date \_\_\_\_\_

After June 1992, add 7-a.1 and 7-a.2:

- 7-a.1 Does the jurisdiction have a Housing Element in its General Plan which meets the requirements of State law?

YES ☐ NO ☐

- 7-a.2 Has the jurisdiction's adopted Housing Element been judged by the State Department of Housing and Community Development to be in compliance with State law?

YES ☐ NO ☐

Date of HCD Determination \_\_\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

- 7-b. In order to promote more efficient use of the transportation system, has the jurisdiction evaluated its land use plans in relation to transportation demand, and, in that context, discussed in its adopted General Plan efforts to address housing options and job opportunities in the jurisdiction, the subregion and the County?

YES\_\_ NO\_\_

Text pages: \_\_\_\_\_ Policy # \_\_\_\_\_

- 7-c. If the answer to 7-b is no, has the jurisdiction adopted any other report, statement or discussion regarding local effort to address housing options and job opportunities within the jurisdiction's limits, the limits of the subregion and the County in order to promote more efficient use of the transportation system?

YES\_\_ NO\_\_

Title \_\_\_\_\_ Date \_\_\_\_\_

- 7-d. Use the space below to specify, in relation to questions 7-a, 7-b and 7-c, what implementation actions, if any, have been taken during the past year. Responses are for information only.

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- 7-e. If the jurisdiction believes that the requirements of Measure C relative to housing options and job opportunities have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED \_\_\_\_\_ NOT APPLICABLE \_\_\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

### 8. TRANSPORTATION SYSTEMS MANAGEMENT PROGRAM

Measure C requires that local jurisdictions adopt a transportation systems management ordinance or alternative mitigation program.

- 8-a. Has the jurisdiction adopted a transportation systems management ordinance that incorporates required policies consistent with the model ordinance prepared by the CCTA for use by local agencies?

YES\_\_ NO\_\_

TSM Ordinance #\_\_\_\_\_ Date of Adoption \_\_\_\_\_

- 8-b. If the answer to 8-a is no, has the jurisdiction adopted an alternative mitigation program to achieve a significant reduction in single-occupant vehicle trips, an increase in the use of alternate commute modes, and an improvement in air quality?

YES\_\_ NO\_\_

Ordinance Title \_\_\_\_\_

Ordinance # \_\_\_\_\_

Date of Adoption \_\_\_\_\_

- 8-c. If the jurisdiction believes that the requirements of Measure C relative to transportation systems management have been satisfied in a way not indicated by this checklist, mark here and attach an explanation.

SEE ATTACHED\_\_\_\_\_ NOT APPLICABLE\_\_\_\_\_



## ANNUAL COMPLIANCE CHECKLIST

### 9. REVIEW AND APPROVAL OF CHECKLIST FOR ANNUAL COMPLIANCE REPORTING

This checklist was prepared for submittal by:

\_\_\_\_\_  
(Name)

\_\_\_\_\_  
(Title)

\_\_\_\_\_  
(Phone)

The council/board of \_\_\_\_\_ has reviewed the completed checklist and found that the policies and programs of the jurisdiction as reported herein conform to the requirements for compliance with the Contra Costa Transportation Improvement and Growth Management Program.

Certified: \_\_\_\_\_

Date: \_\_\_\_\_

Title: \_\_\_\_\_

Attest: \_\_\_\_\_  
City/Town/County Clerk



## Section Three

# DECISION-MAKING AND CONFLICT RESOLUTION

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**CONTRA COSTA TRANSPORTATION AUTHORITY  
GROWTH MANAGEMENT PROGRAM**

The decision-making and conflict resolution process to be used in the Growth Management Program is based on three principles:

1. Resolution of conflicts, and decision-making on a consensus basis at the regional level is encouraged.
2. Where Regional Committees are unable to resolve disputes, the CCTA will make a determination based on statements by the parties involved. When determining compliance with the requirements of the Growth Management Program, the CCTA will look for evidence of good faith effort by localities, including evaluation of alternative proposals, to address the problems at issue.
3. The conflict resolution process may be used at any point during implementation of the Growth Management Program. The CCTA will make determinations of compliance for the purpose of allocating Local Street Maintenance and Improvement Funds. It cannot preempt local land use decisions or require cities to accept unwanted construction projects. Compliance will not require any city, town or the county to accept programs that create a fundamental conflict with the community's socioeconomic or environmental character.

This memo discusses decision-making and conflict resolution in four sections: Definition of Consensus, Reasons for Consensus Decision-making, Procedural Recommendations, and CCTA Conflict Resolution Process. Though the focus here is on decision-making in the context of preparation of Regional Route Action Plans, these procedures can be used in any part of the Growth Management Program.

**DEFINITION OF CONSENSUS**

A consensus decision-making process is one in which there is unanimous agreement. Unlike a voting process in which there is a minority that must accept the decision of the majority, consensus requires that all parties willingly accept the outcome.

At a minimum, consensus agreements are ones that each participant is willing to "live with." Ideally, the parties fully support the consensus agreement and will actively work for its wide acceptance and implementation. More



often, not everyone will like the outcome equally well, or have an equal commitment to it, but the group will recognize the outcome as the best decision for all the parties involved.

Because of the importance of reaching full agreement in a consensus process, participants must be willing and able to clearly identify unacceptable proposals.

### **REASONS FOR USING CONSENSUS DECISION-MAKING**

Several reasons for using consensus decision-making in the Growth Management Program stand out: the need to keep all 19 jurisdictions involved in the program, and recognition of the role of each Authority and Regional Committee participant in promoting implementation of multijurisdictional decisions at the local level.

A major concern of participants in the Growth Management Program is the possibility of being "forced" to accept unwanted capital improvements such as road widenings. Another is that local decisions on individual development proposals will be co-opted by other jurisdictions. A primary reason for requiring consensus decisions is to avoid these problems.

Another important reason for using consensus has to do with the nature of the decision-making process. The Regional Committees comprise representatives from the member jurisdictions who will take leadership roles in making decisions on Action Plans and other parts of the Growth Management Program. Members also serve as the connection between the Regional Committees and local councils. Given this role, it is particularly important that Regional Committee members support the decisions they bring back to their councils. Consensus decision-making ensures that no individual is asked to solicit council support for a decision she/he opposes.

### **PROCEDURAL RECOMMENDATIONS**

This section offers some general ideas about using a consensus process for the work of the Regional Committees. Each committee will be able to tailor the process to reflect experiences to date.

#### **Assessing Representation and Communication.**

The start of the Action Plan process provides an opportunity to examine the success of the Regional Committee relative to keeping all parties involved and keeping local councils and staff members informed. Jurisdictions



that have not participated actively should be informed and invited into the process. Any new participants will need to be provided with materials and information that will bring them "up to speed" relative to other group members, and allow them to fully participate. The group might also want to consider whether it will solicit participation by organizations or individual members of the public, and whether it will regularly provide local media with information about its activities.

This first step in consensus-building will probably take place during the development of the Action Plan Work Program. It should include a design of the process that will anticipate the point(s) at which proposals will be sent to the member jurisdictions for their review and comments, as well as to the other Regional Committees, the Authority and its committees. Procedural decisions to be made include:

- o selection and responsibility of the chair;
- o responsibility for record-keeping and distribution of materials; and
- o establishment of the committee's membership for the purpose of decision-making.

### **Seeking Unanimous Agreement**

The group may choose to use the consensus process at several points during the process of Action Plan development -- for example, to approve alternatives for detailed study, and then to select the final program. A sequence of steps for gaining unanimous agreement, following the preliminary phases of work that include development and analysis of proposals, is described below. To assist decision-makers and staff in working with a consensus process, the Authority will provide training opportunities in conflict resolution skills as well as help with provision of professional assistance in facilitation and conflict resolution.

### **Steps in Consensus Building**

1. **Identify current proposal(s) and conduct a "straw vote" to see if it appears that there is consensus.** This step should be taken when the group is considering a proposal which has been sufficiently developed to allow confident and informed decisions.



- 2(a). **If consensus is apparent, give each person an opportunity to speak to ensure that all support the proposal.** Allow for clarification of the proposal, respond to any questions, and make sure everyone knows all aspects of the decision.
- 2(b). **If there is broad but not total agreement, explore the interests of the members who are not in agreement.** Have each of the participants express his or her position, identifying remaining concerns and offering ideas about how they might be addressed. Ask those who oppose the proposal(s) whether there is an addition, deletion or modification that would change their position. Record comments, ideally in a way that permits participants to see them throughout the discussion. If modifications have been proposed, have another straw vote, or agree to pursue analysis of the modified proposal.
3. **If there continues to be difficulty in reaching agreement, one of the following approaches may be used:**
  - o Refine proposal(s) with techniques such as "negative voting" (selecting what to leave out), or "rank ordering" of proposal elements;
  - o Add elements to the agreement that compensate opposing parties for proposals that they see as disadvantageous;
  - o Consider proposals of lesser scope or specificity;
  - o Leave the item for reconsideration at another time.
4. **Restate proposal and check for consensus.**
5. **If the group cannot reach consensus, it may choose to use the CCTA's conflict resolution process.** Consensus may be used to make that decision, or that choice may be identified as the responsibility of the group's chair. The group may wish to assess the level of agreement on various proposals to report to the Authority.



### CCTA CONFLICT RESOLUTION PROCESS

In cases where consensus has not been reached, within a Regional Committee, among committees, or among individual jurisdictions, the Authority will offer a conflict resolution process. It will be concerned exclusively with determining what local actions are considered to be in conformance with the requirements of the Growth Management Program.

This process might be used in a number of situations, for example: (1) during development of an Action Plan when members of a Regional Committee are unable to agree on a list of implementation projects or a quantified objective; (2) during implementation, if one or more localities believe that another is not implementing agreed-upon Action Plan components; or (3) during the process of making Findings of Special Circumstances, if two jurisdictions differ over the sharing of responsibility. These are only a few of many possible scenarios. Given the diverse reasons for using the Conflict Resolution Process, specific guidelines are not offered. Some general procedures are as follows:

1. **The Authority will be subject to a schedule for conflict resolution, assuming the cooperation of participants.** The schedule for this and other parts of the program will be established in the *Administrative Procedures Manual*.
2. **All parties to the decision will have the opportunity to present their views to the Authority.** Data and analysis relating to proposals under consideration or other relevant issues will be particularly helpful.
3. **The language of Measure C and the Implementation Documents published by the Authority will be the primary references for defining local obligations.** The implementation documents, including the *Model Growth Management Element*, *Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance*, and the *Administrative Procedures Manual*, are intended to define requirements for local participation in the Growth Management Program. These should be used in the conflict resolution process.



4. **Upon request by a Regional Committee or locality, the Authority may choose to address a conflict either by making a final determination relating to compliance or by directing the parties involved to conduct further work based on specific direction.** In some cases, the Authority may choose to specify the action(s) required of each participant in order to comply with the Growth Management Program. In others, further technical effort, policy development, or circulation among other involved localities may be required.
5. **Though final determinations of compliance will be made by the Authority, it may choose to use professional services to assist in the conflict resolution process.** As appropriate, the Authority may use the services of an outside mediator or facilitator to assist parties directly involved in a conflict or to conduct fact-finding and make recommendations relating to determinations of compliance.











## **GLOSSARY OF TERMS AND ABBREVIATIONS**

**Basic Routes.** All local roads not designated as Routes of Regional Significance. Level of Service standards apply to all signalized intersections on Basic Routes.

**CBD.** Central business district, as defined in Appendix A.

**CCTA.** Contra Costa Transportation Authority, also "Authority."

**CEQA.** California Environmental Quality Act.

**CIP.** Capital Improvement Program.

**DEIR.** Draft Environmental Impact Report prepared in accordance with the California Environmental Quality Act.

**GME.** Growth Management Element.

**Goal.** Statement describing in general terms a condition or quality desired by the jurisdiction. Goals may be used as the policy basis for standards and objectives.

**HOV Lane.** High occupancy vehicle lane, reserved for buses, vanpools and carpools.

**LOS.** Traffic Level of Service. Level of Service standards, comparing traffic volumes with intersection capacity, are the primary measure of effectiveness used for Basic Routes.

**Objective.** Statement representing a level or quality of performance that the jurisdiction seeks to attain through its programs and policies.

**Planning Area.** Land area identified within a jurisdiction's General Plan for which the jurisdiction has designated land uses.

**Plan Holding Capacity.** Maximum possible development within a stated planning period given existing regulations and policies in the local General Plan and implementing ordinances.

**Probable Plan Buildout.** Amount of development that can be reasonably expected given General Plan land use policies. In some cities, Probable Plan Buildout will be less than Plan Holding Capacity.



**Route of Regional Significance.** Road designated by the Contra Costa Transportation Authority, consistent with procedures described in the *Implementation Guide: Traffic Level of Service Standards and Programs for Routes of Regional Significance*. These roads are subject to objectives and programs in adopted Action Plans. Also referred to as "Regional Routes."

**RTPC.** Regional Transportation Planning Committee. The four Regional Transportation Planning Committees in Contra Costa County are: TRANSPAC (Central County), TRANSPLAN (East County), WCCTAC (West County) and SWAT (Southwest County). Also referred to as "Regional Committees."

**Special District.** An agency of the State, formed pursuant to general law or special act, for the local performance of government or proprietary functions within limited boundaries. Does not include State, City, County governments or school districts.

**Sphere of Influence.** The probable ultimate physical boundaries and service area of a local agency or government as determined by the Local Agency Formation Commission (LAFCO).

**Standard.** Statement representing a commitment by the jurisdiction to attain a specified level or quality of performance through its programs and policies.

**Standard Inflater.** A multiplier that when applied to the present-year cost of an item will inflate that cost to some future year taking into account a projected level of inflation.

**STIP.** State Transportation Improvement Program.

**Traffic Analysis Zone.** Geographic area delineated for the purpose of organizing land use or travel data to be used in computer modelling of traffic patterns. Also referred to as "TAZs."

**Trip assignment.** Predicting of travel routes. Traffic between specified origins and destinations is assigned to a specific travel route.

**Trip distribution.** Projection of destinations for trips originating in a TAZ.



**Trip generation.** The number of trips associated with a specific type and density of land use, usually estimated based on number of dwelling units, gross square feet of commercial space, or other appropriate independent variable.

**TSM/TDM.** Transportation Systems Management, Transportation Demand Management. Programs to increase the efficiency of the transportation system, reduce demand for road capacity during the peak hour and otherwise affect travel behavior to minimize the need for capacity-increasing capital projects.















## EXPENDITURE PLAN

### GROWTH MANAGEMENT PROGRAM To Be Met By Local Jurisdictions For Receipt Of Local Street Maintenance and Improvements Funding

#### Introduction

The overall goal of the Growth Management Program is to achieve a cooperative process for Growth Management on a countywide basis, while maintaining local authority over land use decisions and the establishment of performance standards.

The transportation retail transactions and use tax is intended to alleviate existing major regional transportation problems. Growth management is needed to assure that future residential, business and commercial growth pays for the facilities required to meet the demands resulting from that growth.

It is the intent of the Transportation Authority to create a process that results in the maintenance of the quality of life in Contra Costa.

#### Local Street Maintenance and Improvements

Portions of the monies received from the retail transactions and use tax will be returned to the local jurisdictions (the cities and the county) for use on local, subregional and/or regional transportation improvements and maintenance projects. Receipt of all such funds requires compliance with the Growth Management Program described below. The funds are to be distributed on a formula based on population and road miles.

#### Allocation of Funds

The Authority will annually review and allocate funds to cities and the county. In allocating funds, the Authority shall make findings based on a statement of compliance regarding the Growth Management Program.

To receive local street maintenance and improvement funds from the Authority, each jurisdiction shall submit a statement of compliance with the Growth Management Program. Jurisdictions may use funds allocated under this provision to comply with these administrative requirements. The Authority will review this statement and make findings regarding the jurisdiction's efforts. If the jurisdiction's efforts are found satisfactory, the jurisdiction will be allocated its share of local street maintenance and improvement funding.

Because of the great variation among the jurisdictions, it is expected that the Authority will need some flexibility in determining compliance with the Growth Management Program. Generally, this flexibility may take the form of the Authority setting deadlines for achieving one or more requirements as a condition of receiving local street maintenance and improvement funds.



Growth Management Program

To receive its local street maintenance and improvement funds, each jurisdiction must:

1. ADOPT A GROWTH MANAGEMENT ELEMENT

Each jurisdiction is to develop a Growth Management Element of its General Plan to be applied in the development review process. The element must include sections 2 and 3 below, and jurisdictions must comply with sections 4-8 below. The Authority and the Regional Transportation Planning Committees shall jointly prepare a model element and administrative procedures to guide the local jurisdictions. Local jurisdictions shall develop their Growth Management Element within one year after receipt of the Authority's model element.

2. ADOPT TRAFFIC LEVEL OF SERVICE (LOS) STANDARDS keyed to types of land use:

- Rural--LOS low-C (70 to 74) Volume to Capacity (V/C)
- Semi-Rural--LOS high-C (75 to 79) V/C
- Suburban--LOS low-D (80 to 84) V/C
- Urban--LOS high-D (85 to 89) V/C
- Central Business District--LOS low-E (90 to 94) V/C

Based on the categories established above, each jurisdiction shall determine how the Traffic Service standards are to be applied to their General Plan land use and circulation elements, and the land areas to be defined as Rural, Semi-Rural, Suburban, Urban, and Central Business District (as suggested in the Guidelines in Appendix A). Each jurisdiction shall comply with the adopted standards. Jurisdictions may adopt more stringent standards without penalty.

Level of Service (LOS) would be measured by Circular 212 or the method described in the most commonly used version of the Highway Capacity Manual. Any issues with respect to the application of the Highway Capacity Manual or measurement of level of service shall be referred to the Authority's Technical Coordinating Committee for review and recommendation to the Authority. In the event that an intersection(s) exceeds the applicable Traffic Service standard, the Authority shall, jointly with local jurisdictions, establish appropriate mitigation measures or determine that a given intersection is subject to a finding of special circumstances.

Any intersection that presently exceeds the Traffic Service standard and which will be brought into compliance in the most current Five Year Capital Improvement Program (see section 6) shall be considered to be in compliance with the applicable standard.

The Authority, jointly, with affected local jurisdictions, shall determine and periodically review the application of Traffic Service Standards on routes of regional significance. The review will take into account traffic originating outside of the county or jurisdiction, and environmental and financial considerations. Local jurisdictions, through the forum provided by the Authority, shall jointly determine the appropriate measures and programs for mitigation of regional traffic impacts. (See Section 5)

Capital projects necessary to meet and/or maintain the Traffic Service standards are to be included in the required Five Year Capital Improvement Program. (see Section 6)

3. ADOPT PERFORMANCE STANDARDS, maintained through capital projects, for the following items, based on local criteria:

- |           |                        |                  |
|-----------|------------------------|------------------|
| a. fire   | c. parks               | e. water         |
| b. police | d. sanitary facilities | f. flood control |

Jurisdictions may have already adopted performance standards for some or all of these items.

Performance standards shall be adopted for inclusion in each local jurisdiction's General Plan. Each jurisdiction shall comply with the adopted standards. The Performance Standards should take into account fiscal constraints, and how the standards are to be applied in each jurisdiction's development review process. To ensure the continued applicability of these standards, each jurisdiction may annually review and modify their adopted standards, in consultation with special districts where appropriate, and provide an opportunity for public comment.

Capital projects, exclusive of operating budgets, to achieve and/or maintain Performance Standards are to be included in the required Five Year Capital Improvement Program. (see Section 6)

4. ADOPT A DEVELOPMENT MITIGATION PROGRAM to ensure that new growth is paying its share of the costs associated with that growth.

Local jurisdictions, for the most part, already impose fees for a variety of purposes including site specific traffic improvements. Only a few jurisdictions impose fees for regional traffic mitigation.

To meet the requirements of this Section, each jurisdiction shall:

- 1) Ensure that revenue provided from this measure shall not be used to replace private developer funding which has been or will be committed for any project.
- 2) Adopt a development mitigation program to ensure that development is paying its share of the costs associated with that development.

In addition, the Authority shall:

- 1) Develop a program of regional traffic mitigation fees, assessments or other mitigations, as appropriate, to fund regional and subregional transportation projects, as determined in the Comprehensive Transportation Plan of the Authority.
- 2) Consider such issues as jobs/housing balance, carpool and vanpool programs and proximity to transit service in the establishment of the regional traffic mitigation program.
- 3) The development mitigation program will be implemented with the participation and concurrence of local jurisdictions in determining the most feasible methods of mitigating regional traffic impacts. Existing regional traffic impact fees shall be taken into account by the Authority.

5. PARTICIPATE IN A COOPERATIVE, MULTI-JURISDICTIONAL PLANNING PROCESS TO REDUCE CUMULATIVE REGIONAL TRAFFIC IMPACTS OF DEVELOPMENT.

The Authority shall establish a forum for jurisdictions to cooperate in easing cumulative traffic impacts. This will be accomplished through the Regional Transportation Planning Committees, and be supported by an ongoing countywide comprehensive transportation planning process in which all jurisdictions shall participate.

As part of this process, a uniform database on traffic impacts will be created, based on the countywide transportation computer model.

Use of the countywide transportation computer model provides an opportunity to test General Plan(s) transportation and land use alternatives, and to assist cities and the county in determining the impact of major development projects proposed for General Plan Amendments. This would provide a quantitative basis for inter-jurisdictional negotiation to mitigate cumulative regional traffic impacts.

Input for the model shall include each jurisdiction's Five Year Capital Improvement Program of transportation projects (see Section 6) and the projects of federal, state and regional agencies such as Caltrans, transit operators, the Metropolitan Transportation Commission, etc. In addition, the computer model database will include each local jurisdiction's anticipated land use development projects expected to be constructed within the next five years.

6. DEVELOP A FIVE YEAR CAPITAL IMPROVEMENT PROGRAM to meet and/or maintain Traffic Service and Performance Standards (defined in Sections 2 and 3).

Each jurisdiction shall determine the capital projects needed to meet and/or maintain both its adopted Traffic Service and Performance Standards. Capital financial programming will be based on development to be constructed during (at a minimum) the following five year period. The Capital Improvement Program shall include approved projects and an analysis of the costs of the proposed projects as well as a financial plan for providing the improvements.



## APPENDIX A

## INFORMATION ON LAND USE DEFINITIONS

These definitions are for information, guidance and are subject to local jurisdictions' determination in the application of Traffic Service Standards.

Rural

Rural areas are defined as generally those parts of the jurisdiction which have been designated in the General Plan for agricultural or open space uses and which are characterized by medium to very large parcel sizes (10 acres to several thousand acres). These areas have very low population densities, usually no more than 1 person per acre or 500 people per square mile.

Semi-Rural

Semi-Rural areas are defined as generally those parts of the jurisdiction that are designated in the General Plan for agricultural, open space or very low density residential uses, with predominant parcel sizes down to as small as 2 to 3 acres. These areas may support viable agricultural operations, but the operations generally occur on small to medium sized lots. The areas are also characterized by clusters of farm housing or very low density "ranchette" development. The population densities in these areas usually range between 500 to 1,000 persons per square mile (1.0 to 1.5 persons per acre).

Suburban

Suburban areas are defined as generally those parts of the jurisdiction that are designated in the General Plan for low and medium density single family homes; low density multiple family residences; low density neighborhood and community oriented commercial/industrial uses; and other accompanying uses. Individual structures in suburban areas are generally less than 3 stories in height and residential lots vary from about 6000 square feet up to 2 or 3 acres. Population densities in suburban areas fall within a wide range, from about 1,000 to 7,500 persons per square mile (1.5 to 12.0 people per acre).

Urban

Urban areas are defined as generally those parts of the jurisdiction that are designated in the General Plan primarily for multiple family housing, with smaller areas designated for high density single family homes; low to moderate density commercial/industrial uses; and many other accompanying uses. Urban areas usually include clusters of residential buildings (apartments and condominiums) up to three or four stories in height and single family homes on relatively small lots. Many commercial strips along major arterial roads are considered urban areas.

Examples of urban areas in Contra Costa County are the older neighborhoods in Richmond, El Cerrito, Pittsburg, and Antioch and the downtown commercial districts in smaller cities such as Martinez, Danville, and Lafayette. Population densities in urban areas are usually at least 7,500 persons per square mile (12.0 people per acre). Employment densities in commercial areas may range up to about 15 jobs per acre.

Central Business District/Major Commercial Center

Central business districts or major commercial centers are defined as those areas designated in the General Plan for high density commercial and residential uses. They consist of either the downtown area of a major city (Concord, Walnut Creek, Richmond, and the Pleasant Hill BART station area) or a large business park (such as Bishop Ranch). These areas are characterized by large concentrations of jobs and consist of clusters of buildings four stories or more in height. CBD's or major commercial centers generally have high employment densities.

Routes of Regional Significance

Routes of regional significance are generally those that serve travel across Contra Costa County (for example, eastern Contra Costa to central Contra Costa), or between Contra Costa County and adjacent counties. Examples of routes of regional significance include: the Interstate and State Highway system, Ygnacio Valley Road, Treat Boulevard, San Pablo Avenue, San Pablo Dam Road, Lone Tree Way, etc.

## 7. ADDRESS HOUSING OPTIONS AND JOB OPPORTUNITIES

As part of its Five Year Capital Improvement Program and pursuant to the state mandated housing element of its General Plan, each jurisdiction shall develop an implementation program that creates housing opportunities for all income levels.

Each jurisdiction shall also address land use information as it relates to transportation demand as well as a discussion of each jurisdiction's efforts to address housing options and job opportunities on a city, subregional and countywide basis.

## 8. ADOPT A TRANSPORTATION SYSTEMS MANAGEMENT (TSM) ORDINANCE or alternative mitigation.

To promote carpools, vanpools and park and ride lots, the Transportation Authority will draft and adopt a Model Transportation Systems Management Ordinance for use by local jurisdictions in developing local ordinances for adoption and implementation. Upon approval of the Authority, cities with a small employment base may adopt alternative mitigation measures in lieu of adopting a TSM Ordinance.









# MATERIALS FROM WORKSHOPS ON IMPLEMENTATION DOCUMENTS

[illegible]







# **WORKSHOP AGENDA**

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## **INTRODUCTION**

Welcome

Workshop agenda and goals

## **A LOOK INTO THE FUTURE: GROWTH MANAGEMENT AT WORK**

Action Plans for Routes of Regional Significance

General Plan Growth Management Elements

The Local Planning Review Process

Decision Making and Conflict Resolution

Compliance Reporting

## **GETTING FROM HERE TO THERE: MAKING GROWTH MANAGEMENT WORK**

Local Responsibilities

Regional Committee Responsibilities

CCTA Responsibilities



# Action Plans for Routes of Regional Significance

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## Demand

Land Use



Parking



Development Phasing



## Efficiency

Truck Regulations



HOV Lanes

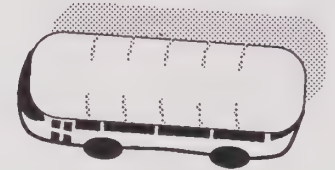


Signal Timing



## Supply

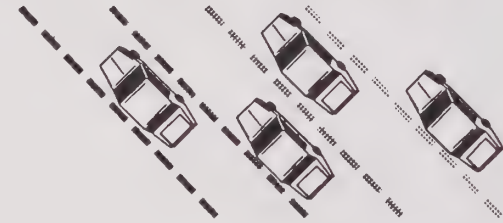
Increased Transit Service



Alternate Routes



Adding Lanes





## WHAT IS AN ACTION PLAN?

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A document prepared by a Regional Committee and agreed to by all participating jurisdictions, that includes:

### **(1) A specific program for each designated Regional Route, including:**

Traffic Service Objectives, e.g. "Reduce peak hour delay on San Pablo Avenue by 10 percent by 1995."

Actions and Implementation Responsibilities, e.g. "San Pablo and El Cerrito will implement a program to consolidate driveways of existing San Pablo Avenue businesses."

### **(2) Regional Actions for Reducing Congestion**

Land use policies, e.g. "All jurisdictions in the region will evaluate opportunities to increase allowable residential densities in locations near regional transportation facilities, as identified during Action Plan preparation."

Demand Management Strategies, e.g. "Pleasant Hill will work with Diablo Valley College to develop ways to reduce peak hour impacts of college activities."

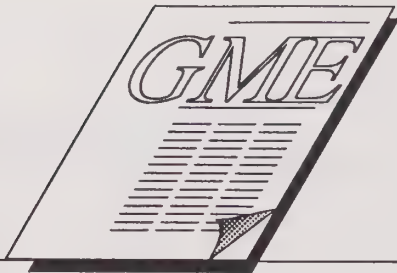
### **(3) Process for Monitoring and Review**

Review of Proposed General Plan Amendments

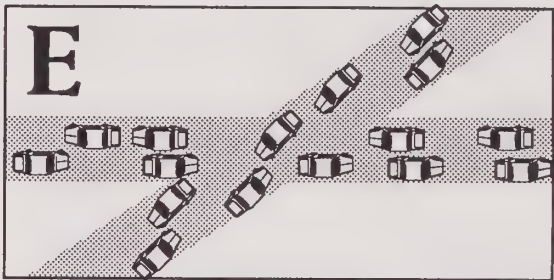
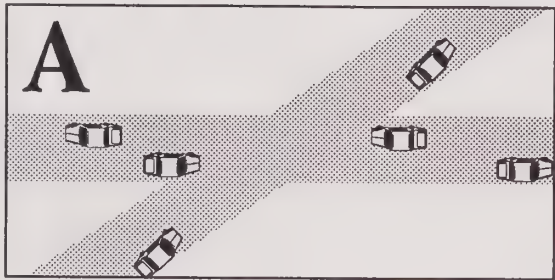
Circulation of environmental documents



# General Plan Growth Management Elements



Level of Service Standards  
for Basic Routes



Regional Routes



Performance Standards  
(Capital Projects)



P A R K S



S E W E R



W A T E R



F I R E



P O L I C E



F L O O D  
C O N T R O L

Implementing Programs

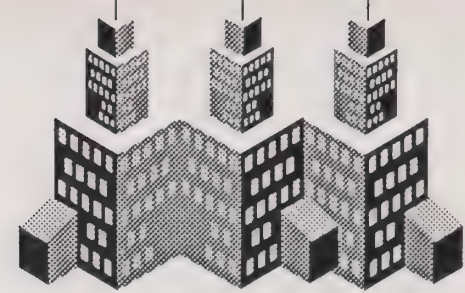


Consistency with all Plan Elements





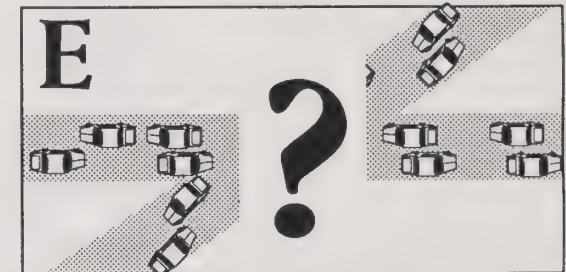
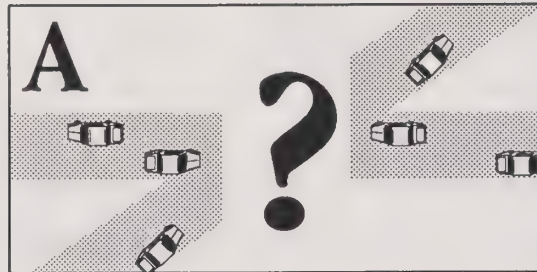
# The Local Planning Review Process



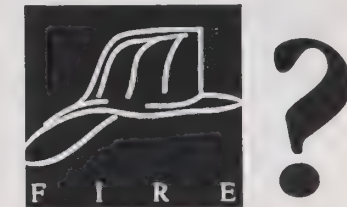
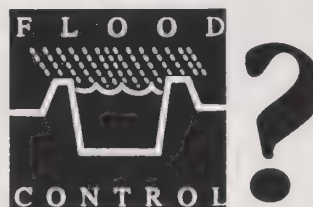
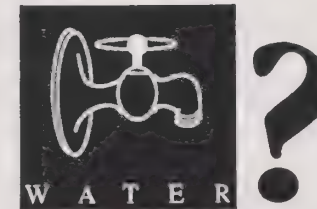
General Plan and Zoning Check,  
Environmental Review



Traffic Impact Analysis  
(If 100+ trips)



Check with Performance Standards

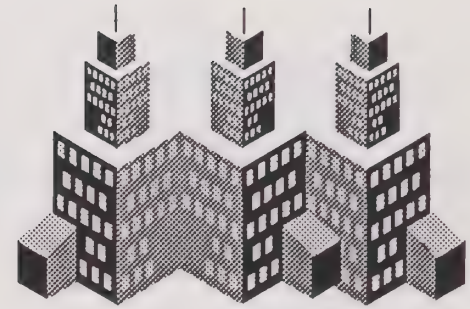




# The Local Planning Review Process

## GENERAL PLAN AMENDMENTS

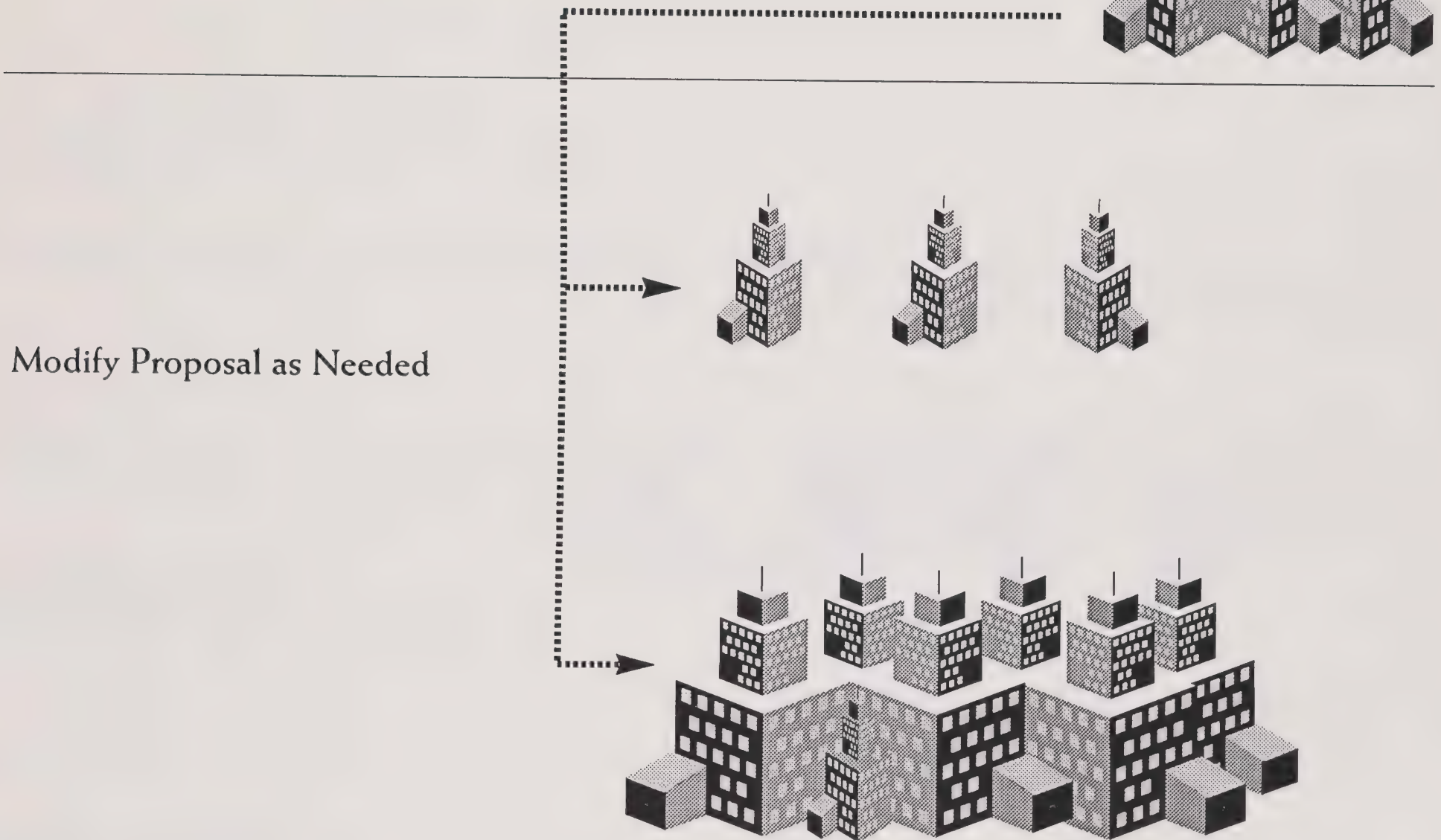
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- ◆ EIRs require consultation with neighboring cities and notification to the Authority.
  
- ◆ If a General Plan amendment exceeds the threshold size established by local Action Plans, it will be subject to review by the Regional Transportation Planning Committee for consistency with the Action Plans.
  
- ◆ The locality considering the amendment will have to either :
  - ◆ Demonstrate that the amendment will not violate Action Plan policies and/or program requirements, or
  - ◆ Propose modifications to the Action Plan that will prevent the General Plan amendment from adversely affecting the regional transportation network.



# The Local Planning Review Process

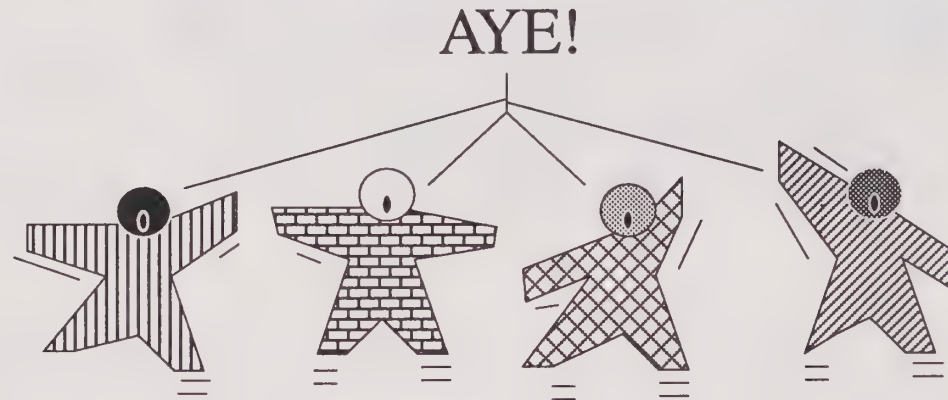




# Decision Making

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## Consensus Decisions at the Regional Level



- ◆ Consensus means unanimous acceptance of agreements
- ◆ The consensus process can be helped by:
  - ◆ training in conflict resolution
  - ◆ "third party" assistance from professional facilitators or mediators
- ◆ If consensus can't be reached, Regional Committees may choose to use the CCTA's Conflict Resolution Process.



# Conflict Resolution

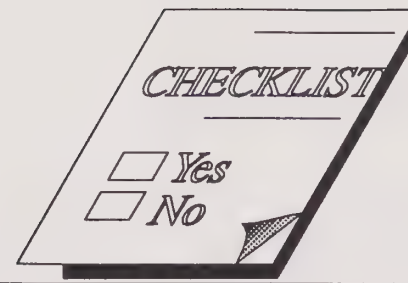
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At the request of Regional Committees or local jurisdictions:

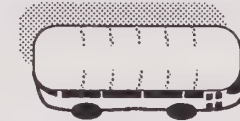
- ◆ CCTA hears views of those involved
- ◆ Good faith efforts
- ◆ Measure C and the Implementation Documents describe obligations
- ◆ CCTA may:
  - ◆ make compliance determination; or
  - ◆ request further efforts
- ◆ All decisions will relate directly to the Growth Management Program
- ◆ CCTA cannot:
  - ◆ preempt local land use decisions; or
  - ◆ require cities to accept unwanted construction projects
- ◆ No city, town or the county will be required to accept an Action Plan that creates a fundamental conflict with the community's socioeconomic or environmental character.



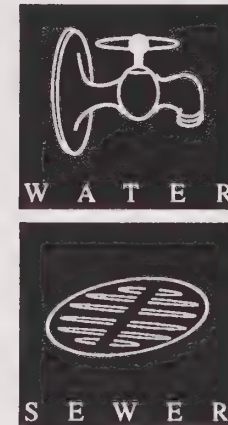
# Compliance Reporting



Implementation of Action Plan  
policies and programs



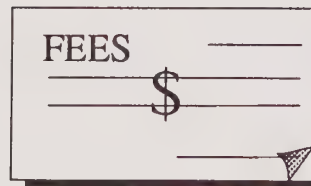
Performance Standards



TSM Program



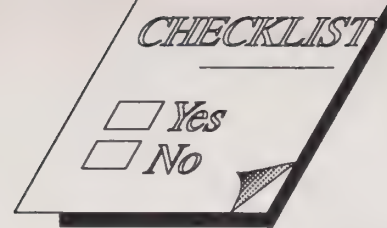
Development Mitigation Fee



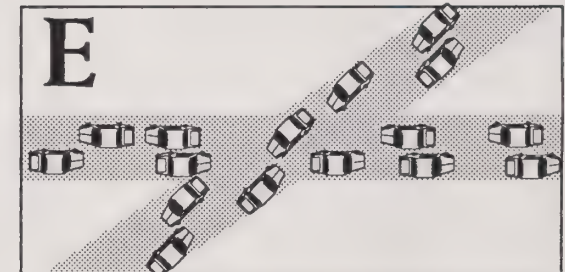
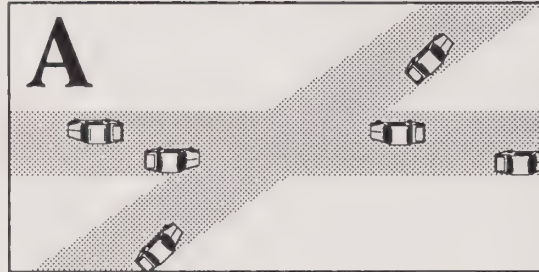
Jobs/Housing Balance and Approved Housing Element (by 1992)



# Compliance Reporting



Level of Service Standards at  
"reporting intersections"



☐ Yes

☐ No

Standards based on measurement

☐ Yes

☐ No

Intersections are expected to meet standards with CIP  
projects

☐ Yes

☐ No

Request for Findings of Special Circumstances  
accompanies checklist with an explanation and proposed  
mitigation measures.



# GETTING FROM HERE TO THERE: MAKING GROWTH MANAGEMENT WORK

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## LOCAL RESPONSIBILITIES

Core of the "bottoms up" approach

Local Planning Activities

Participation in Regional Committees and CCTA

## REGIONAL COMMITTEE RESPONSIBILITIES

Planning for Regional Routes

Other Activities determined by Committee

## CCTA RESPONSIBILITIES

Measure C Mandates

Technical Assistance to Localities and Regions



## LOCAL RESPONSIBILITIES

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GENERAL PLAN

PROGRAMS AND ORDINANCES

COOPERATIVE TRANSPORTATION PLANNING

GROWTH MANAGEMENT PROGRAM COMPLIANCE



# LOCAL RESPONSIBILITIES

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## GENERAL PLAN

Adopt a Growth Management Element that includes:

Traffic Level of Service standards for Basic Routes  
(local streets)

Performance Standards for fire, police, parks, water,  
sanitation and flood control

A commitment to work on and implement Action Plans

As part of the Housing Element, develop an Implementation  
Program that creates housing opportunities for all income  
levels

Maintain consistency of all General Plan Elements



## LOCAL RESPONSIBILITIES, continued

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### PROGRAMS AND ORDINANCES

#### ADOPT AND IMPLEMENT:

A development fee program or alternative

A five-year Capital Improvement Program including a financing plan

A Transportation Systems Management Program or an alternative program (for primarily residential cities)

Economic development and housing assistance programs as needed to address housing options and job opportunities



## LOCAL RESPONSIBILITIES, continued

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### COOPERATIVE TRANSPORTATION PLANNING

Work as a member of the Regional Transportation Planning Committee

Implement Action Plans for Routes of Regional Significance

Consult with other jurisdictions on environmental impact reports

Refer proposed General Plan Amendments to Regional Committees for review when projects meet threshold requirements in the Action Plan



## LOCAL RESPONSIBILITIES, continued

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### GROWTH MANAGEMENT PROGRAM COMPLIANCE

Incorporate performance standards evaluation into development review process

Monitor compliance with the Growth Management Program

Submit Annual Checklist for Compliance Reporting to CCTA

Jointly with the Transportation Authority, make Findings of Special Circumstances for Basic Route intersections not meeting standards and propose measures to improve operations



## **REGIONAL TRANSPORTATION PLANNING COMMITTEES' RESPONSIBILITIES**

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Designate Routes of Regional Significance

Prepare Action Plans for Routes of Regional Significance

Comment on Draft Action Plans proposed by other regions

Review proposed local General Plan Amendments that are significant enough to influence traffic on Regional Routes

Monitor Action Plan implementation and update as needed

Conduct other activities as determined by the Region



# **CONTRA COSTA TRANSPORTATION AUTHORITY'S RESPONSIBILITIES**

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Adopt Implementation Documents including Model Growth Management Element

Provide Technical Assistance to Regional Committees and jurisdictions, including funding the computer modelling efforts

Jointly with local jurisdictions, make Findings of Special Circumstances for Basic Route intersections exceeding applicable standards

Review Checklists for Compliance Reporting and allocate Local Street Maintenance and Improvement Funds

Offer conflict resolution process at the request of Regional Committees and jurisdictions

Adopt countywide goals for Regional Route performance

Prepare a Countywide Comprehensive Transportation Plan based on adopted Action Plans







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